

A study on

CONTINUING EDUCATION PROGRAMME: AN IMPACT STUDY



Prepared for
PLANNING COMMISSION
Government of India

by



Centre for Media Studies (CMS)

Research House, Community Centre, Saket. New
Delhi – 110 017

Phone # 011-2685 1660, 2686 4020,

Fax # 91-011-2696 8282

Email: nbraocms@vsnl.com

Website: www.cmsindia.org



CONTENTS

	PageNo.
Acknowledgements	i
Abbreviations	ii
Executive Summary	iii-xiv
Findings	
Messages	
Directions	
Chapter 1. Continuing Education – Principles, Scheme, Centres, Programmes	1-4
Chapter 2. Methodology of the Study	5-13
2.1 Objectives of the study	
2.2 Coverage	
2.3 Criteria of selection	
2.4 Identifying data requirements	
2.5 Tools of the study	
Chapter 3. CEC ^s and NCEC ^s in Andhra Pradesh	14-31
3.1 Interface with opinion leaders, ZSS functionaries, gram Panchayats and others	
3.2 CEC/NCEC Profile	
3.3 Preraks' Profile	
3.4 Preraks' functions and perceptions	
3.5 Beneficiaries' profile	
3.6 Beneficiaries' responses	
3.7 A Cobweb and Force Field grading of Preraks and Beneficiaries perceptions on continuing education	
Chapter 4. CEC ^s and NCEC ^s in Gujarat	32-51
4.1 Interface with opinion leaders, ZSS functionaries, gram Panchayats and others	
4.2 CEC/NCEC Profile	
4.3 Preraks' Profile	
4.4 Preraks' functions and perceptions	
4.5 Beneficiaries' profile	
4.6 Beneficiaries' responses	
4.7 A Cobweb and Force Field grading of Preraks and Beneficiaries perceptions on continuing education	

Chapter 5.	CEC ^s and NCEC ^s in Kerala	52-66
	5.1	Interface with opinion leaders, ZSS functionaries, gram Panchayats and others
	5.2	CEC/NCEC Profile
	5.3	Preraks' Profile
	5.4	Preraks' functions and perceptions
	5.5	Beneficiaries' profile
	5.6	Beneficiaries' responses
	5.7	A Cobweb and Force Field grading of Preraks and Beneficiaries perceptions on continuing education
Chapter 6.	CEC ^s and NCEC ^s in Rajasthan	67-81
	6.1	Interface with opinion leaders, ZSS functionaries, gram Panchayats and others
	6.2	CEC/NCEC Profile
	6.3	Preraks' Profile
	6.4	Preraks' functions and perceptions
	6.5	Beneficiaries' profile
	6.6	Beneficiaries' responses
	6.7	A Cobweb and Force Field grading of Preraks and Beneficiaries perceptions on continuing education
Chapter 7.	CEC ^s and NCEC ^s in West Bengal	82-105
	7.1	Interface with opinion leaders, ZSS functionaries, gram Panchayats and others
	7.2	CEC/NCEC Profile
	7.3	Preraks' Profile
	7.4	Preraks' functions and perceptions
	7.5	Beneficiaries' profile
	7.6	Beneficiaries' responses
	7.7	A Cobweb and Force Field grading of Preraks and Beneficiaries perceptions on continuing education

ACKNOWLEDGEMENTS

Financial support from Planning Commission for conducting and completing this study is gratefully acknowledged.

At CMS, study received continued guidance and support from the Chairman and Director. The study team acknowledges the same.

We put on record the willing cooperation and effort rendered by the officers and functionaries at State Literacy Mission Authority/Directorate of Adult Education in the five states. The logistic support and prolonged discussions need special mention here.

Appreciation is extended to Preraks and Nodal Preraks of all the forty CE centres across the five states who helped in conducting survey and interviews.

Appreciation in equal measure is extended to the one hundred forty three beneficiaries whose perceptions proved immensely useful to the critical evaluation of the CE programme.

STUDY TEAM

Dr. Suresh Kulkarni : Project Director
Ph.D (Econ)

S.J. Chakrawarty
Jitendra Kumar Singh : Research Associates-cum-Field Executives
Rinku Kaushal

Sundara Rao : Computer Assistants
Shiv Singh Bisht

ABBREVIATIONS

CE	CONTINUING EDUCATION
CEC	CONTINUING EDUCATION CENTRE
CEC (R)	CONTINUING EDUCATION CENTRE (RURAL)
CEC (U)	CONTINUING EDUCATION CENTRE (URBAN)
CE SCHEME	CONTINUING EDUCATION SCHEME
GP	GRAM PANCHAYAT
JSS	JAN SHIKSHAN SANSTHAN
NCEC	NODAL CONTINUING EDUCATION CENTRE
NCEC (R)	NODAL CONTINUING EDUCATION CENTRE (RURAL)
NCEC (U)	NODAL CONTINUING EDUCATION CENTRE (URBAN)
EP	EQUIVALENCE PROGRAMME
IGP	INCOME GENERATING PROGRAMME
IIPP	INDIVIDUAL INTEREST PROMOTION PROGRAMME
QLIP	QUALITY OF LIFE IMPROVEMENT PROGRAMME
ZSS	ZILLA SAKSHARATA SAMITI

EXECUTIVE SUMMARY

FINDINGS MESSAGES DIRECTIONS

Summary of the findings on organization and performance of the surveyed CEC^s and NCEC^s, Messages conveyed by the finding and directions for strengthening them towards sustainability of CE process in the next two decades appear in sections A, B and C. The findings and the directions emerged from empirical assessment of selected CEC^s and NCEC^s. Assessment included (a) survey, structured interviews with beneficiaries and the functionaries, (b) discussion with ZSS, JSS, GPS, officers of the SLMA/Directorate of Adult Education, Opinion leaders in the villages. (c) visual inspection of the centres and the surrounding settlements. The study was conducted in five states: Andhra Pradesh, Gujarat, Kerala, Rajasthan, West Bengal during November 2003 – March 2004. The methodology of the entire study including selection of states, selection of districts, selection of CEC^s and NCEC^s, selection of beneficiaries and functionaries; scope and coverage is described in Chapter 2.

FINDINGS

A.1 A number of indicators following NLM book of Guidelines were selected for assessment. They included: Locational proximity of the centres for the villagers. Extent of closeness of the CEC/NCEC to physical norms, norms of teaching, learning, library

facilities, sports and cultural facilities; Prerak's (level of) social awareness; level of awareness on the four programmes of continuing education. Learners' attendance; frequency of interaction, say in a month, with community, functionaries of ZSS and panchayats, the range of issues villagers bring to Prerak's notice. Learners level of awareness after completing the PLP/EP course, range of vocation selected for training, number of beneficiaries availing the skill building activities, income or employment effect on beneficiaries who were trained in any vocation and so on.

CEC^s / NCEC^s

A.2 First finding first. The study could not notice any difference between CEC and NCEC either in their infrastructure or in their Preraks' capabilities and functioning or in the functioning of the two groups or in the implementation of programmes. The purpose with which government have conceived the two levels of CE centres does not seem to be met.

- A.3 In their organization, functioning and outcomes the CEC^s and NCEC^s have performed unevenly in the five states. The CEC^s and NCEC^s in Kerala have performed most satisfactorily those in Andhra Pradesh and Rajasthan were only beginning accelerate their activities. Between these two extremes, CEC^s of West Bengal and of Gujarat have performed reasonably satisfactorily.
- A.4 Factors associating with unevenness were not easy to identify. For instance, allocation of fund is uniform across the country; the approved staff strength is uniform; there is a criterion for uniform establishing a CEC. Yet some CEC^s showed positive results, displayed encouraging achievements in targetting the beneficiaries. In some districts CEC^s are located in spacious rooms while CEC^s in other states were found to be located in Prerak's house. To us, the factor which seemed to count most was, enthusiasm and conscious effort at all levels that is from ZSS Secretary to CE functionaries. Enthusiasm at one level and absence at another level, which is what was apparent at some centres, notably in Rajasthan and Andhra Pradesh, has kept their profile low.
- A.5 Neither CEC^s nor NCEC^s were promoting self help group (SHG) concept. We did not come across or could meet an SHG in the sample centres. Kerala has taken a lead but SHG^s here too are yet to come up in active way.
- A.6 Neither CEC^s nor NCEC^s are at present financially sufficient, except in Kerala where effort at least is being made fervently to enable them to generate financial resources. The NLM envisaged that after five years of their establishment CEC^s would be able to achieve sustainability. Kerala has acted on this instruction. It has prepared 5 point action plan. The CEC^s of Kollam and Idukki have begun the implementation.
- A.7 The least the centres can do is to achieve convergence of resources which act itself would help achieve financial self-sufficiency. Neither Preraks nor ZSS have worked for it. They have not established rapport with agencies including DIET, SRC, JSS, Health Care providers, Education promoting institutions.
- A.8 Beneficiaries responses indicate that they have rated their CE centres at lower end of scale.

- A.9 Except in Kerala CE centres, and a few in West Bengal centres, beneficiaries remain deprived of vocational skill training. This indicates three things at least. The CEC^s nor NCEC^s are not self-oriented to organize training, that CE centres have not received funds and / or that they have not worked for convergence of resources.
- A.10 The CE centres have not coordinated with the JSS to work out arrangements to send learner to JSS' continuing vocational training rounds nor have JSS, who are expected to coordinate participation of CE learners, taken initiative.
- A.11 Except in Kerala and to a lesser extent in West Bengal, CE centres have not implemented all the innovative programmes. Only EP is in operation. However this is not to be seen as non-performance. As per CE guidelines the programmes, except EP, are to be implemented third year onward of the establishment of the CEC^s / NCEC^s. Nearly all CEC^s and NCEC^s surveyed by the study team were two years old or even one-year old centres.
- A.12 A common feature that came to our notice was, average daily attendance has been low to very-very low at CEC^s in all the five states.
- A.13 Even while attendance in EP classes is low and irregular, learners have found it useful. It has brought to them awareness on legal age at marriage, importance of child immunization etc. Also they have raised their self-esteem; they have interacted with government offices.
- A.14 PL learning and teaching is being given on small scale because the number of attending learners is low. The attendance register, an indicator of PL activity, is low. However those who attend regularly are serious learners.

The Preraks

- A.15 Preraks at the CEC^s and NCEC^s visited by the team were earlier Voluntary Trainers in the TL campaign. All the Preraks were trained before they started managing the centres.
- A.16 The sex ratio of the Preraks was almost even. The numbers of male and female Preraks were almost equal (22 M: 18 F).
- A.17 The average educational level of the Preraks was high; nearly 60 percent of the Preraks were graduates and 28 percent had reported that they had completed 10+2 level of education.

- A.18 The number of Preraks from non-general social groups such as SC, ST, OBC, was more than of general group.
- A.19 Only in Kerala have the Preraks, both at CEC^s and NCEC^s been devoting full time for centre's work. In the other states they have devoted not more three to four hours. In the face of Kerala's Preraks commitment despite the same constraints which they face as the Preraks do in other states suggests that lack of resource, irregular honoraria, disinterestedness of learners are not the final reasons. These constraints can be faced provided there is commitment and enthusiasm, as in Kerala. Because of Preraks initiative QLIP was in operation in a few CEC^s in Kerala and in West Bengal. In the other three states Preraks are not aware of any, much less of all the, programmes.
- A.20 Nodal Preraks were few. They have not coordinated the CEC^s activities because they reportedly do not resources to visit CEC^s. In Rajasthan and Gujarat nodal Preraks do not have even the sanctioned number of Preraks in place at CEC Preraks.
- A.21 Preraks except of Kerala CEC^s have not implemented EP fully. That is, they have not gone beyond level-4

equivalent teaching/learning. Inter-state variation in level of implementation is substantial. Some Preraks are not even aware of EP (e.g. in Karimnagar). In Gujarat and Rajasthan Preraks have put in their efforts. In West Bengal and Kerala, the situation was satisfactory.

The Beneficiaries

- A.22 Majority of the beneficiaries were very young. Sixty three of 143 beneficiaries were 15-25 years old, followed by 56 beneficiaries who were young (26-35 years old) and 24 beneficiaries were adults (>35 years).
- A.23 Sex ratio of beneficiaries, learners that is, was highly favourable to females in all states (101 F: 42 M), indicating CEC^s have met gender targeting.
- A.24 Another targeting with respect to beneficiaries was also met namely preferential selection of learners from SC, ST and OBC categories. The CE programmes have enrolled SC learners (West Bengal record is exemplary), ST learners (Gujarat and Rajasthan records are exemplary), OBC (Kerala record is exemplary). In all, of the 143 interviewed beneficiaries, 46 were from SC group and 36 each from, ST and OBC group.

- A.25 But beneficiaries employment status was low. Majority of female learners were housewives; males and females were agricultural labourers, low wage workers.
- A.26 On their exposure to print and electronic media learners responses were mixed. In Andhra Pradesh, while they, 'never' listened to radio, all of them watched TV 'always'; five each read newspaper 'always' and 'sometimes'. In Gujarat, a little less than 50 percent of beneficiaries 'always' listened to radio and watched TV 'always'. In Kerala all beneficiaries reported they read newspaper 'always'. This was unique to Kerala but also an expected finding. In Rajasthan exposure was low. In West Bengal 24 of the 29 interviewed learners said they listened to radio 'always' and 23 beneficiaries watch TV 'always'. Newspaper reading was not as popular; 17 beneficiaries said they read it 'sometimes' and only one beneficiary is reported to have been reading newspaper 'always'.
- A.27 Having learnt under EP, the learners were now aware individuals. But when asked whether or not they had started participating in panchayat meetings or interacting with government officials, they replied divergently. In Andhra Pradesh, 10 out of the 16 interviewed beneficiaries had interacted with government official 'always' while 7 beneficiaries said they attended panchayat meetings 'always'. In Gujarat only 17 of 42 beneficiaries attended panchayat meetings, and only 'sometimes' not 'always'. As for government dealings, no learner reported that she interacted. In Kerala, not all learners were attending 'always' the panchayat meetings or interacting with officials. They did so only 'sometimes'. In Rajasthan, majority (24 out 40) beneficiaries 'never' attended meetings, nor interacted with officials. Another ten learners said they 'rarely' attended or interacted. In West Bengal, surprisingly, no learner 'always' attended panchayat meetings, nor did the learners 'always' interact with government officials. Actually they had 'never' interacted.
- A.28 All the 143 beneficiaries were aware of CE programmes particularly of EP and in Kerala and West Bengal, of QLIP also. However few beneficiaries could say whether the programmes had influenced them. In Andhra Pradesh, half each of the learners said 'yes' and 'can't say'. Those saying that programmes had influenced them said

that they became aware of legal age at marriage, right treatment for diarrhea, importance of immunization. Two of them also said they had increased their self-esteem. In Gujarat, on the other hand, 35 of the 42 interviewed beneficiaries said they derived positively from the programmes. For instance, 29 of them now know the legal age of marriage; 25 of them said they came to know about HIV/AIDS. As many as 31 of the 35 influenced beneficiaries have learnt that immunization of every child under five years of age is beneficial to it. Also, some beneficiaries (fourteen) raised their self-esteem. In Kerala, all beneficiaries were now aware of all CE programmes and all of them said they had influenced their awareness and attitudes. In Rajasthan it was not so. Although all of them were now aware of the programmes, 50 per cent of the 40 beneficiaries say they 'can't say' about their influence on them. Of course some of those who perceived gains, 17 to be exact, said that they now know of legal age at marriage, eight raised their self-esteem, learnt the right treatment for diarrhea and so on. In West Bengal, beneficiaries' status did not vary much. Like in Rajasthan, they knew of the programmes, all of them learnt good

things of life e.g. legal age at marriage, HIV/AIDS, right treatment for diarrhea, compulsory immunization of under 5 children.

- A.29 It must be viewed as important finding that CE programmes did not impact beneficiaries economic status. Except in Kerala beneficiaries in none of four states acquired vocational skills, even in West Bengal. We have hinted at possible reason for this elsewhere namely that Preraks did not take initiative to arrange training for them; resource at CEC^s and NCEC^s have throughout been inadequate; Preraks and ZSS officials have yet to take up the work of converging resources. As a result, and for other reasons, CE learning has not, so far, helped learners improve their earning levels. That Kerala appeared to be a clear exception need to be noted and lessons may be learnt from what and how CEC^s have helped learners economically also.

Rating Preraks and Beneficiaries Perception

- A.30 The study applied two well-known qualitative tools-Cobweb and Force Field – to rate the perception on performance gap in the four CE programmes and forces pulling down or pushing up the programmes. The

Cobweb ratings indicated that in the 5 states preraks (n=40) as well as beneficiaries' (n=143) differed in scaling the performance. Programwise, (i) EP. Among the 143 interviewed *beneficiaries* (nearly 35 percent said EP performance had almost met the expectation; nearly 31 percent said there was quite significant distance between performance and expectation; nearly 22 percent even said the gap was very very wide. (ii) IIPP. Nearly 25 percent beneficiaries perceived that IIPP performance closely met the expectations from it. But nearly 50 percent beneficiaries had perceived the performance expectation gap quite significant to significant. Nearly 5 percent each beneficiaries had contrasting perceptions, from negligible gap to very very wide gap.

A.31 Preraks perception appeared less divergent. Majority preraks said they saw quite significant gap between performance and expectations.

A.32 The points on Force Field reflected stimulators and inhibitors of the programmes. As far as perception on stimulators were concerned,

(i) For EP, 12 of the 40 preraks said that according to them stimulators were acting mildly or somewhat mildly;

nine preraks however thought strong stimulators had worked to push forward EP (ii) For IIPP stimulators acted strongly. But only seven of the respondent preraks said so (iii) For QLIP the perception ranged widely. Eleven preraks perceived mild stimulators had worked, while 8 preraks felt that strong stimulators had pushed the programme ahead.

A.33 As far as perception of inhibitors were concerned preraks' perceptions ranged closely. More preraks felt that strong to very strong inhibitors were at work than mild inhibitors. That is, strong inhibitors operated more, except in the case of EP. For IIPP, for instance, 17 preraks thought that inhibitors were there and were working strongly. For QLIP and IGP 15 preraks each made the same observation. *Overall, force of pull factors were seen by more preraks than the push factors.*

Selected Indicators of CEC/NCEC status

A.34 Indicators, like other statistical measures, are a summary statistic of facts. Sub section A.1 has listed selected indicators to indicate CEC and their programmes' performance. The results of the application of the indicators may be stated below.

A.34.1 In terms of *proximity*, almost all the 23 CEC^s and 17 NCEC^s surveyed in depth were located centrally so that all learners visited from equidistant places to their respective centres.

A.34.2 In terms of *quality* of preraks, all preraks were trained under TLC as VT and therefore were trained preraks. But in terms of length of schooling or college level education, no prerak was highly educated.

In terms of *post-learning awareness*, nearly all learners acquired awareness on health care; nearly all learners became aware of legal age at marriage. However positive economic impact was negligible.

A.34.3 In terms of *programme awareness*, all the 23 CEC preraks and 17 nodal preraks reported awareness of all the four CE programmes.

A.34.4 In terms of meeting the *norms of physical facilities*, the CEC^s and NCEC^s structures and facilities were far below the norms.

A.34.5 In terms of *class attendance* for EP learning, attendance rate was found low in all CE and NCE centres.

A.34.6 In terms of *economic gains*, no beneficiary (learners) reported to have improved her lot. In post-learning period, they continued to remain poor, were bereft of vocational skills, better job opportunities.

B. MESSAGES

B.1 By way of its principal conclusion this study makes a plea to adopt quality approach, in place of quantity approach, for realising the goals of the CE Scheme. In the quality approach, CEC / NCEC will have the autonomy to match the scope and/or coverage of its activity/programme with its available financial and physical resources and its operational capabilities. The matching could be the other way round too. The CEC/NCEC will expand its operations i.e. activities and programmes, increase the population coverage. Alternative sources of finances will be tapped for enlarging the scale of operations. Government itself would increase the per CEC allocation. Since large increase in government allocation cannot be expected, a second source would be voluntary contributions by NGO^s. A third source would be that corporate enterprises including MNC^s and Financial Institutions adopt a CEC/NCEC.

B.2 The existing approach is, largely, quantitative. A target number of CEC^s and NCEC^s, determined by the size of the population covered is fixed, following a pre-fixed norm. Within the available resources, money is allocated per CEC and per NCEC in an earmarked fashion. Allocation (per CEC) is fixed strictly in accordance with the available money. The earmarked amount includes recurring and non-recurring items of expenditure.

B.3 In the field work which included observations, discussions with opinion leaders, and ZSS and JSS functionaries, interviews with Preraks, interviews with beneficiaries across the country invariably revealed, except in Kerala, that CEC^s and NCEC^s are poorly managed. Preraks are vaguely aware or even unaware of the innovative programmes; they did show organisational capabilities to mobilise; they are strained by work load. The presently or even 10th plan allocated money is inadequate. Honoraria are adequate and Preraks at CEC^s and NCEC^s agreed on this point. Their grievance that honoraria are not paid regularly and months lapse before they get their due, was perfectly genuine. At the same time, they, and also ZSS functionaries, told us that funds available are too insufficient for implementing even one, let alone all the four, innovative programmes. And

certainly no CEC or NCEC surveyed for the present study reported having implemented all the programmes. In this context, reference may be made to encouragement given by government to formation of self help group (SHG^s). In CE scheme creation of SHG^s must form part of income generating programmes. The pivot of SHG^s is micro credit groups meant to augment financial resources of individual as well as the communities to which they belong. The augmented resources can be pooled and spent on community – need – based programmes of economic and social development. The CEC^s surveyed for the present study were nowhere even near to such endeavour. This is yet to happen. The functionaries and Preraks, on the other hand, were seen to spend their CEC-related time pursuing whatever activity was going on, leaving aside several of the mandatory activities.

B.4 These points are made here not to reflect ineffective performance, *per se*, of CE scheme and centres, but, rather, needs to be seen as being associated with quantity approach. Multipronged activities and targetting *numbers* go heavy on CEC^s, eventually on the Preraks. On the other hand, fewer in number but fervently functioning CE centres should be the preferred alternative in place of many in number but diffusely functioning CE centres.

The existing norm for opening a CE centre be put on hold. The CEC^s henceforth will be started in Panchayat villages. The resources per CEC expand: same amount of money among lesser number of CEC^s; access to Panchayat village's infrastructures. Additionally, as pointed out in the first

- B.5 This description probably brings out the difference between the two approaches. While recommendations in section C suggest the areas of intervention to put CEC^s on self – sustaining base, a consideration is solicited of qualitative orientation. Paranthetically, a question arises, legitimately enough, why has Kerala has performed well with the very quantitative approach? Why with same norm of establishment and allocations CEC^s in Kollam and Idukki have impacted the recipients? The answer may lie in the social environment of the state that is conducive, irrespective of approach, to support, rather cooperate, with government.

C. DIRECTIONS

- C.1 Beginning with first recommendation first. Continuing Education Scheme (CES) has its own potential to contribute to life enriching development of individuals. This point emerges from findings of positive impact of CEC programmes on learners. Like on Literacy scenario, here too Kerala looks like becoming a

paragraph, mobilising NGO^s and persuading multinational or domestic large corporate enterprises may contribute. This way we can visualise a gradualist expansion of CE centres as financial resources open up with visible / perceptible/tangible benefits to learners. This is qualitative approach.

model for CE development in other states. *It is recommended that Government of India enhanced financial support to CE scheme should be continued well into Eleventh Five Year Plan period. Districts or the CEC^s within a district which are dysfunctional would require to be encouraged to follow Kerala style of functioning.* Responsibility to encourage them would lie with ZSS.

- C.2 So far ZSS have helped CEC^s in organizational process and monitored them. Proactive participation of ZSS should now take place to enthuse the CEC^s. But ZSS require to be pursued strongly by government to supervise CEC^s and NCEC^s. Gram panchayats should be another proactive agency. So far they know next to nothing what CEC or CES is. This will change once gram panchayats become location points for CEC^s. Here at gram sabha office, Preraks may be trained through involvement of KRP^s who are directly useful for EP.

- C.3 At present the rural CEC^s are situated in non-panchayat villages. Therefore, CEC^s (at least all the CEC^s our team visited) possess very poor infrastructure. Even approach roads and lane roads within the village are uneven and dusty. *It is recommended that, as far as possible, all CEC^s and NCEC^s may be located in gram panchayats to enable them to have easier access to panchayat's resources and infrastructure.*
- C.4 At present, CEC^s are functioning according to a common Guideline. In every district the ZSS implements the NLM Guideline norms to monitor CEC activities. Our survey revealed that states prefer to be left to formulate their own guidelines to suit the local reality. *It is recommended that ZSS may be given autonomy to frame guidelines for implementation of the four programmes; it should not be compulsory that all four programmes have to be implemented in one year. Taking into account availability of resources – both physical and human – ZSS will prepare its own plan of action and its implementation.*
- C.5 The study endorses the recommendations of the Working Group (referred to in Chapter 1) that *the pace of convergence* of TL, PL, CE should be accelerated. This would involve 'additional programme' funding under EP. However the continuation of additional fund will be provided only after assessment of the utilisation of the funds already provided.
- C.6 Basing on our findings on current level and quality of functioning of CE activities at CEC^s, The Tenth Plan at present envisages that 100 percent grant will continue for first three years only of the plan period and in the remaining two years it will be reduced to 50 percent. The assumption or the hope, on which the Tenth Plan has reduced central grant is CEC^s would have created substantial corpus fund by mobilising community financing. This is not the case at the various centres particularly the centres surveyed the study team. *It is recommended that the 100 percent grant scheme may continue for the entire of Tenth Plan period.*
- C.7 Instances of community involvement did not come to our notice. Community members were skeptical about the concept of corpus fund which is to be built through nominal fee on community members to keep their stake thrust into CE. However, *it is recommended here that efforts in this direction should continue. It is only in long run that community involvement will become active.* The 'Programme Component' may have to go slow since implementation of the four programmes is expected to grow pari passu growth of corpus fund. The Kerala example may be given a look.

C.8 For retaining learners' interest in CE programmes CEC^s must arrange for mid-day meals. There surely are administrative as well as logistic constraints. Concerted effort of JSS, Preraks, Panchayats and, of course, the learners, should be mobilized. Good health for good learning, that slogan will inspire the mid-day meal organizers. The goal should not be lost sight of in the maze of constraints.

C.9 The presents status of the physical infrastructures of CEC^s and NCEC^s is least satisfactory. Although this is well known to be stated here, still, having surveyed the infrastructures closely, we believe that the state of affairs needs reiteration. *It is recommended that in the given scheme of things instructions to ZSS be reinforced to act as 'nodal' agency for supervising the CEC and NCEC infrastructures.*

Chapter 1

CONTINUING EDUCATION – PRINCIPLES, SCHEME, PROGRAMMES, CENTRES

- 1.1 National Literacy Mission (NLM) launched on 5th of May of 1988 envisaged a scheme which would enable individuals to acquire life long education, organize institutional support to it and use it for enrichment of her life. Education is the basis of improvement in the lives of individuals and communities. Learning is not just knowing alphabets. It refers to acquisition of all modes of human capacity building towards holistic development of personality.
- 1.2 As a concept continuing education was envisaged by National Literacy Mission to meet the challenge of creating economic opportunities for the millions who have by now acquired basic literacy, thanks to TLC^s and PLP^s, adequate to acquire skills and use them for economic betterment. The NLM seeks to meet this challenge by creating “a continuing education system where the effervescence of the mass upsurge of the literacy campaigns can be channelised into structuring a continuous and life-long learning process”. (*Tenth Five Year Plan 2002-2007*, Vol. II. p.180). Following principles guide the formation and operation of the scheme:
- TLC,PLC,CE are one sustained graduated learning process.
 - An alternative institutional structure is a *sine qua non* of implementing the scheme.
 - Socio-economic reality of the community would determine the programme and activities of every CEC/NCEC; every CEC/NCEC would be unique, so to say.

The scheme forms part of adult education, other components of Adult Education being TLC^s, PLP^s, JSS. CEC^s are multi-faceted, draw on almost every existing government institution and NGO^s to implement its activities. Above everything, it has flexibility to adjust institutional assistance to individual's need and not the other way round.

- 1.3 NLM adopted three-pronged approach to carry these principles into practice, namely formulation of Total Literacy Campaign (TLC), Post Literacy Programme (PLP) and Continuing Education Scheme (CES). Imparting basic literacy (TLC), followed by assured

coverage of the entire population in Literacy Mission (PLP), followed by life-long learning for life enrichment through access to life chances in life situation (CE) – the three formed the content ‘as well as the context, of the Mission. Continuing Education is seen as the way to mass upsurge of literacy created by TLC at PLP. *Tenth Five Year Plan: 2002-2007* sums it up when it says, Continuing Education Scheme gives a “learning continuum to the efforts of TLC” (Vol II, p.68).

- 1.4 The NLM takes polyvalence approach. Basically, programmes are created which facilitate education process to assist in holistic development of personality. Four programmes to date are in operation viz.
- *Equivalency Programme (EP)*. Designed as an alternative education programme equivalent to existing formal, general or vocational education.
 - *Quality of Life Improvement Programme (QLIP)*. Which aims to equip learners and the community with essential knowledge, attitude, values and skills to raise their standard of living.
 - *Income Generating Programme (IGP)*. Where the participants acquire or upgrade their vocational skills and take up income-generating activities.
 - *Individual Interest Promotion Programme (IIPP)*. To provide opportunities for learners to participate and learn about their individually chosen social, cultural, spiritual, health, physical and artistic interests.
- 1.5 The scheme, actually, came into existence in August 1995. However, the initiative to establish CEC^s/NCEC^s was taken in the Ninth Plan period (1997-2002). Plan - IX proposed involvement of NGO^s, opinion leaders, members of local community. In 1999, the scheme included action for reduction in residual illiteracy. The scheme, the programmes and the centres were made part of the revamped NLM in 1999 including their financial administration.
- 1.6 The Tenth Plan will continue plan support to it. The CEC^s and NCEC^s will be started in all those districts where PLP has been completed. Every CEC will receive a recurring grant of which 10 percent (Rs. 4,500) is earmarked for administrative expenses. The CE scheme and therefore the centres are administratively speaking put under Department of Adult Education and Elementary Education and Literacy. The total outlay for this department is fixed at Rs. 30,000 crores. *Out of this Rs. 5250 crores would be spent on CE scheme.*

- 1.7 Throughout the country, CEC^s and NCEC^s are located in villages as well as urban areas. There is one CEC for every 2000-2500 population and one NCEC for every cluster of 8-10 CEC^s. Every CEC has a full time facilitator called Prerak. Wherever required he / she is assisted by an assistant Prerak. Every NCEC is headed by a nodal Prerak. Preraks, assistant Preraks and nodal Prerarks are selected by village community. Every Prerak receives monthly honorarium of Rs. 700, every nodal Prerak receives honorarium of Rs. 1200 pm. Both Preraks and nodal Preraks draw on the resources of all development agencies of central and state governments to implement the programmes and activities. A typical CEC has a library and reading room, TLM^s, extension centres for facilities of other development agencies, discussion forum, sports and cultural resources.
- 1.8 While central government, and to an extent, respective state governments, provide the financial assistance for establishment and operations of CEC^s/NCEC^s, the centres are expected to become self financing entities in the long run. Also, wide acceptance and local sustainability is achieved by involving NGOs, voluntary agencies, social workers, panchayati raj institutions in the planning and implementation of the scheme of continuing education. Various development departments, cooperatives, technical institutions and professional groups provide inputs needed by the programme. State Resource Centres and Jan Shikshan Sansthan join hands by giving the necessary resource and training support.
- 1.8a Projects for continuing education programmes are prepared at ZSS with district as the unit for the programme/s. The proposal is forwarded to respective state level literacy missions for approval; or to National Literacy Mission in case the district lies in a union territory.
- 1.9 During 10th Plan period CEC^s as well as NCEC^s will be develop as
- a. Centres of convergence of all development programmes
 - b. Data banks, that is, inventories of traditional and contemporary art and craft
 - c. Infrastructure for vocational and other life improving activities
 - d. Centres for designing target specific programme (*Tenth Five Year Plan*, Vol. II. p.71)

The plan document does not indicate statewise allocation to CEC. However, the total amount (outlay) for this scheme followed from the calculations by the Working Group of the Ministry of Human Resource Development. Yearwise projection exercise on expenditure on CE during Tenth Plan period produced the following magnitudes.

Tenth Plan Projection for Continuing Education

(Rs. Million)

	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Total
Recurring expenditure	3480	3480	3480	1740	1740	13920
Non recurring and recurring cost for CEC ^s /NCEC ^s for current year	2800	2800	2800	2800	2800	14000
Recurrent cost of projects sanctioned during 10 th plan	-	2320	4640	6960	4640	18560
SLMA	20	20	20	20	20	100
Other innovative programmes	400	560	720	880	1040	3600
Total	6699	9179	11659	12399	10239	50180

Source: Working Group Report on Elementary and Adult Education: Tenth Five Year Plan, 2002-2007. Ministry of H.R.D., Government of India.P. 204. The report describes the basis of the calculation on P.205.

- 1.10 The account, sketchy though, should nonetheless be able to convey that CES is more than a novel scheme. It has comprehensively modelled the linkages between education and holistic development of every individual. It however is the case that review or assessment of the scheme is not begun even as it completes eight year of operation. A rapid stock taking was undertaken in the course of the preparation of the Tenth Plan. [Working Group Report on Elementary and Adult Education, Tenth Five Year Plan, 2002-2007. Ministry of Human Resource Development, (Department of Elementary Education and Literacy), Government of India, September 2001. Pp. 121-126 and 203-206].
- 1.11 The Working Group supported the principles and modalities of the scheme and recommended its continuation. The recommendation were not based on review of the scheme itself since CE reviews were not available to the Group. It is our considered view that assessment of this nationally functioning scheme is essential for strengthening and accelerating the pace of growth of continuing education. The government would like to have a knowledge of its present status and performance to be able to make appropriate financial allocation for future.
- 1.12 The present study, a maiden one, makes a modest attempt in that direction. It reports the findings and recommendations emerging from a national level survey and assessment of CEC^s undertaken at Centre for Media Studies. The study was financially supported by Planning Commission.

Chapter 2

METHODOLOGY OF THE STUDY

2.1 The present study basically is a qualitative - oriented report, on the status of continuing education emerging from a nationally conducted empirical investigation of CEC^s and NCEC^s and analysis of secondary data. A methodology was developed to guide the work of field investigation and analysis of data, including secondary data.

Objectives of the Study

2.2 The main objective of the present study was, to assess the organizational adequacy as well as desirability of the continuing education centres (CEC^s) and nodal CEC^s (NCEC^s) to implement the objectives and goal of continuing education scheme specified by the NLM.

2.2.1 The related objectives included assessment of:

- The location point of the centres.
- Physical structures of the centres
- Capability of the CEC personnel
- Availability of reading facilities, books, TLMs, sports materials
- Support function of NCEC^s
- Information dissemination activity
- Creating awareness on national and local issues
- Promotion of vocational training and other life improving activities
- Coordination with ZSS, JSS and development agencies to implement programmes viz. QLIP, EP, IIPP, IGP
- Mopping up operation
- Any other feature which came to notice during visits to investigate the centres

2.3 The NLM Guideline stipulate that CEC^s should be evaluated in three stages (at three levels)

- Administrative and organizational aspects. Evaluation of CEC^s with regard to these aspects should take place after 2-3 years of the establishment of the centres.
- Programmes implementation and process. Evaluation with these two aspects of CE in mind should take place 3-5 years after the centres are started.
- Sustainability of CE itself, including particularly the programme implementation and its impact. This evaluation is undertaken at 5-or-more - years - old CEC^s. it is by definition comprehensive and crucial for decision on continuation of CE Scheme itself.

As things are today, CEC^s even while they were inaugurated during 1995-1997, they increased in number and providing of resources took place two years later, that is, in 1999-2002. Hence the very organizational set up came into existence late. Non availability of the sanctioned money was invariably cited as the reason. Truly it was so. It is in fitness of things at the present (initial) stage of CE process that the scheme should be evaluated for its administrative / organizational competence to implement the scheme. This approach is consistent with the NLM model for evaluation, referred to earlier. Our study adheres to this approach.

Coverage

2.4 For field work, undertaken to generate primary data and local level secondary data for analysis of functioning of the scheme, we selected in the sequence of number of states, districts, centres, respondents, collaborating agencies. (The following section describes the criteria of selection.)

- *Five states* from the four zones of the country were selected so as to represent national coverage of CEC^s. The states included Andhra Pradesh, Gujarat, Kerala, Rajasthan, West Bengal.
- In each state we selected two districts. *Ten districts* in all.

Coverage for the study

Selected States	Selected Districts
Andhra Pradesh	Karimnagar, Guntur
Gujarat	Dang, Ahmedabad
Kerala	Kollam, Idukki
Rajasthan	Dungarpur, Udaipur
West Bengal	Burdwan, North 24 Parganas

- In each district, four CE centres and two nodal CE Centres were selected. The CE centres were selected from rural (R) and urban (U) areas. The rural-urban selection was made in the combination of 2R:2U/3R:1U/1R:3U, depending on the rural-urban distribution of the centres. The NCEC^s too were to be selected one each from rural and urban areas. *Totally, forty CEC^s and twenty NCEC^s were selected for investigation.*
- In all CEC^s, their Preraks, and, wherever available, Asstt. Preraks and, in all selected NCEC^s the nodal preraks were included for interview. Thus, *forty preraks, ten assistant preraks and twenty nodal preraks were interviewed.*

- For every CEC, four beneficiaries of that CEC were selected. The selection took place on the spot at the CEC we visited. The four beneficiaries included 2 past learners and 2 current learners. *Totally, one hundred sixty beneficiaries (40 CEC^sX4 beneficiaries each) were selected for interview.*
- Lastly, in all ten districts functionaries at ZSS, functionaries at JSS, functionaries available at gram panchayats were interviewed separately. To summarise the coverage procedure.

States selected	5
Districts selected	10 (2 districts per state)
CEC ^s selected	40 (4 CEC ^s per district)
Rural-Urban distribution of CEC ^s	20 Rural 20 Urban
Beneficiaries selected	160 (4 beneficiaries per CEC)
Beneficiaries distribution	80 past learners + 80 present learners
Functionaires selected	All 10 districts ZSS + 4 JSS + 4 gram panchayats + JSS were in place in four districts only

Criteria of Selection

- States were selected so as to represent all the four zones. Within zones, states, were selected according to number of existing CEC^s. State with highest number of CEC^s at the time of selection was selected.
- Districts were selected on the criterion, level of literacy achievement. District having lowest literacy level and district having highest literacy level were selected. However we were advised in this respect by State Literacy Mission Authority or Directorate of Adult Education, as the case was for deciding on the district on administrative considerations. It was informed that the districts with highest literacy rate was not having CEC^s in largest number and, many CEC^s were yet to become functional.

Table below is a summary of the statistics on the relevant parameters of the selected states. It may of seen that some of these districts, selected in consultation with SLMA/DAE, rank very low on literacy performance e.g. Karimnagar ranks 18 in the 23 districts of Andhra Pradesh; Dang ranks 17 in the 19 districts of Gujarat and so on. None of the selected districts has the highest literacy rate.

The selected states, districts, number of primary schools, status of literacy.

State/Districts	Primary Schools		Literacy Rate		Literacy Rate (SC)		Literacy Rate (ST)	
	Number	Rank among the State's Districts	Rate (%)	Rank among the State's Districts	Rate (%)	Rank among the State's Districts	Rate (%)	Rank among the State's Districts
Andhra Pradesh (23 districts)								
Karimnagar	1642	19 th	37.17	18 th	24.90	18 th	12.31	20 th
Guntur	2675	09 th	46.35	09 th	37.49	06 th	20.90	10 th
Gujarat (19 districts)								
Ahemdabad	1076	04 th	55.42	06 th	70.85	05 th	48.49	05 th
The Dangs	291	17 th	43.41	17 th	81.23	02 nd	44.67	08 th
Kerala (14 districts)								
Kollam	476	08 th	90.47	07 th	79.59	08 th	62.42	09 th
Idukki	214	13 th	86.94	11 th	72.67	12 th	62.78	08 th
Rajasthan (32 districts)								
Udaipur	2038	02 nd	34.38	15 th	32.32	05 th	12.73	05 th
Dungarpur	869	19 th	30.55	23 rd	27.19	14 th	18.43	17 th
West Bengal (21 districts)								
Bardhaman	3862	03 rd	61.88	06 th	36.57	11 th	25.98	08 th
North 24 Parganas	4260	02 nd	66.81	03 rd	53.51	03 rd	25.32	09 th

Source: Selected Educational Statistics 1999-2000. Government of India, Ministry of Human Resource Development (Department of Secondary Education and Higher Education Planning, Monitoring and Statistics Division) New Delhi. 2001

- In every district, CEC and NCEC too were selected in consultation with ZSS or SLMA as the case would be.
- Beneficiaries selection was not problematic. Addresses of past learners were obtained from CEC office. Current learners present at the time of our team's visit were requested to propose any two from among them for the interview.

Identifying Data Requirement

2.5 Secondary and primary data requirements were predecided. Both requirements related to organizational aspect. Secondary data related to physical structures of CEC^s and NCEC^s, materials available for learning, cultural activities, sports, surroundings. Primary data emerged from interviews on the constraints and inadequacies in the organization to meet recurring expenditures, mobilising resources to impart primary learning, implementing QLIP, EP, IIPP, creating awareness; views and suggestions of beneficiaries, Preraks, ZSS and JSS functionaries to overcome the constraints.

Tools of the Study

- 2.6 Keeping the study objectives in view the required data, qualitative and quantitative, to assess the functioning of CEC^s had to be collected at different levels. Assessing the organization and implementation of CE activities involves survey of the centres, taking stock of the progress in implementation of programmes, participants' (beneficiaries and functionaires) perception on the utility of the activities; community's acceptance of the programmes. Different tools need to be designed to derive insights into each one of these dimensions. Six tools were designed for field investigation work.
- 2.6.1 (a) *Questionnaire* for interviews with Preraks and assistant Preraks of CEC and, Nodal Preraks. (b) *Questionnaire* for interviews with beneficiaries of CE activities and programmes. (c) *Checklist*¹ to interview functionaires to elicit their perceptions of the scheme and its administration. (d) *Checklist*² to interview functionaires of JSS including its Director to know their perceptions. (e) *Checklist*³ to interview opinion leaders in the villages where CEC^s were located. (f) An *Observation Schedule* to record visual inspectional observations on CEC^s, surroundings etc.
- 2.6.2 Questionnaire for Preraks: Preraks perceptions followed by those of beneficiaries (learners and vocational trainers) should hold the key to ex-post evaluation and mutatis mutandis future capability of CEC^s to implement CEC programme. We developed separate tools to draw out the perceptions. Tool for Prerak interview has three sections. Section. A - Includes identification parameters e.g. year of establishment of the CEC/NCEC, average attendance of learners, caste composition of the village. Section B Included items which helped in preparing the profiles of the Preraks. Knowing the profiles helps in relating CEC activities to the capabilities of the Preraks and Asstt. Preraks. The items included age, educational attainments, social group, length of experience as Prerak/Assistant Prerak, amount of time devoted to CEC activities, interface with learners attending programmes, coordination with development agencies, awareness on Preraks' duties and responsibilities. Section. C – seeks information through perception of Preraks on the progress of implementation of innovative programmes namely EP, QLIP, IIPP, IGP. To each one of these programmes the DAE guidelines assigns a number of activities. For instance, under IIPP, CEC is expected to organize exhibitions, get togethers, cultural activities, sports, health awareness camps. Under QLIP, CEC is expected to equip learners with essential skills, even attitudes and values towards improving learners' living standards and life style. And so on. We included these and related items in Section C.

- 2.6.3 Questionnaire for beneficiaries: This tool too has three sections. The focus here was, to compare beneficiaries responses with those of Preraks on the similar items. As in the first tool, Section A includes parameters identifying the beneficiaries. In section B, a number of items are listed which would indicate awareness of the learners who were taught at CEC. Having completed equivalent education upto grade IV the learner is expected to have developed awareness on a number of social facts e.g. prescribed legal age at marriage, importance of protecting forests, name of country's prime minister, of their local MLA. And so on. Section C concerns the crucial part of beneficiaries impact viz. their occupational accomplishment. In the first place, are beneficiaries aware of relative market demand for alternative occupation? Can they rank them in order of demand by entrepreneurs? Next, did he/she acquire skill in any occupation? If yes, who helped her? If no, why? Did CEC help in acquiring the skill to their satisfaction? Whether or not beneficiaries have found employment in the acquired skills or improved their earning levels. These questions formed part of this section.
- 2.6.4 Checklist – ZSS: The ZSS is administrative as well as operational authority to monitor CEC^s/NCEC^s even as fund comes from NLM. The ZSS is responsible for distribution of TLM to CEC^s; monitor the activities specified in the NLM guideline; implement the innovative programmes. This tool elicited ZSS views also on the CE scheme and CEC^s.
- 2.6.5 Checklist – JSS: The JSS are, so to say, nodal sansthan to mobilize neoliterates, helping CEC^s in conducting class for them, share their resources – material and human - in organizing vocational training at CEC, maintain programme – related interface with Preraks. These and related issues are explored via this tool.
- 2.6.6 Checklist – Opinion Leaders: Opinion leaders are expected to go beyond their role as watch dog. They must mobilise community for spreading awareness, literacy among villagers. Villagers should be involved in planning activities for CEC^s/NCEC^s. Preraks must seek community assent while drawing up plans of action. Opinion leaders are half way house between CEC^s and community. The common perception of an opinion leader is that he/she is political personage leading political activities. They must transcend this. Are they doing it or have they done so? The checklist has selected questions which were canvassed by field investigators for this purpose.

2.6.7 Observation Schedule: Finally, a visual inspection was considered a necessary input to complete the picturisation of CE centres and the scheme. Physical inspection of hygiene, cleanliness would compliment the canvassing of pre-structured tools. Predispositions of villagers towards CEC^s would be a factor to take note of; upkeep and appearance of a CE centre also indicate the overall predisposition and enthusiasm of people for the scheme. Face-to-face interaction also could tell the state of things.

2.6.8 Finally, as a part of qualitative evaluation, to supplement the quantitative evaluation, we employed a Cobweb diagram and a Force Field diagram to grade the levels of preraks' as well as beneficiaries' perceptions on performance and constraints of CEC^s and CE scheme itself. The respondents for drawing the chart were the beneficiaries and the Preraks. In the diagram next page, the Cobweb diagram records subject's (Preraks and beneficiaries of CEC/NCEC) perceptions on the 'distance' between their expectation from CEC/NCEC and the actual performance of CEC/NCEC. The expectation point lies at the centre. The rays relate to different activities/function of CEC/NCEC. Larger the distance more distant will lie performances from expectation and *vice versa*. The diagrammatic structures of Cobweb and Force Field may be seen next page.

The Force Field diagram records the subject's perception on factor which push up (stimulators) or pull down (intibitors) the performance. The centre line is performance line. The vertical line above it scales the push factor. Higher the point on the push scale, the more significant is the determining factor and *vice versa*. The vertical scale below the centre line tells just the opposite story. Between them, the Force Field focusses stimulators and inhibitors of performance while Cobweb provides the impressions on performance *per se*. Perceptions on the Cobweb were rated on an 8 point - scale as below.

- 8 = expectations not realisable
- 7 = expectations not fulfilled
- 6 = distance notably significant
- 5
- 4 = distance significant
- 3 = distance insignificant
- 2 = distance negligible
- 1 = distance negligible

Perceptions on the Force Field were rated on a 5-point scale as below

- 1 = somewhat mild
- 2 = mild
- 3 = Somewhat strong
- 4 = strong
- 5 = very strong

Figure: 1 COBWEB

Beneficiaries and Prerak's Perception on the gap between expectation and performance of the four CE programmes
[on a 8 – point scale]

I: Beneficiaries

II: Preraks

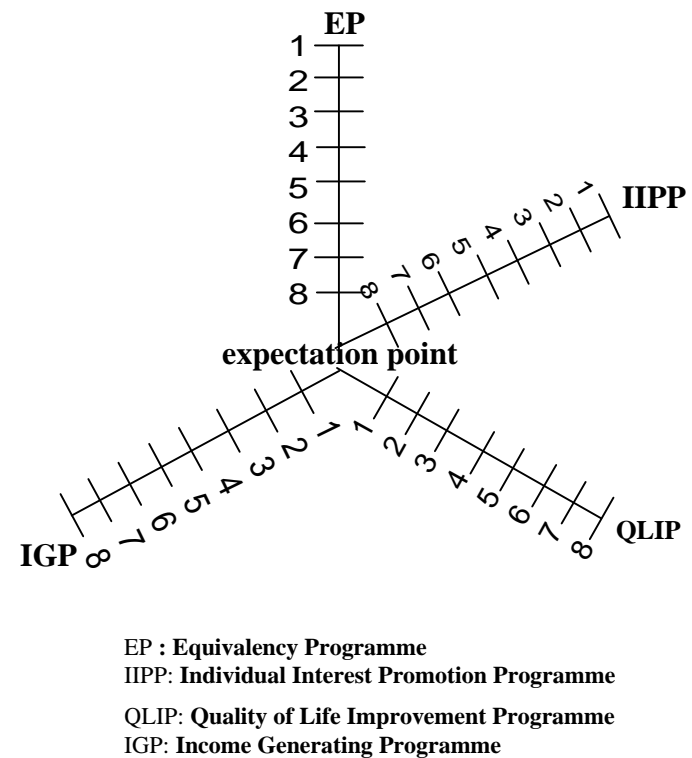
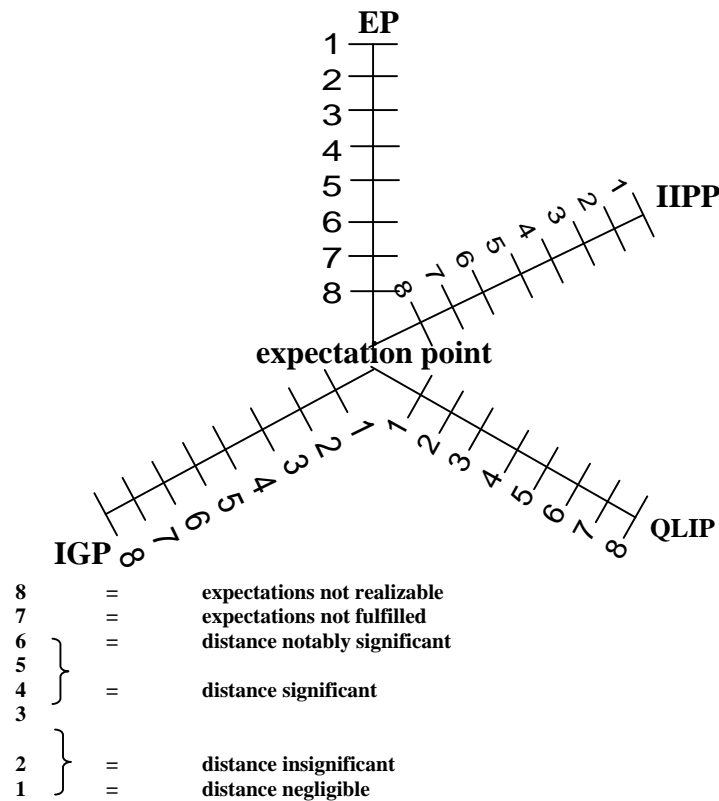
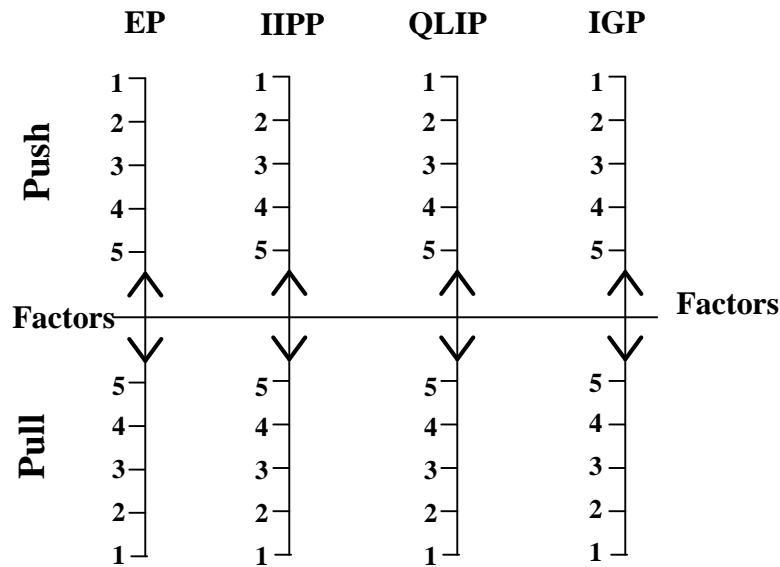


Figure: 2 FORCE FIELD

Preraks' perceptions of Relative Strength of Push (stimulator) and Pull (inhibitor) factors in the CE programme

[on a 5 – point scale]

(no of preraks interviewed = 40)



EP : Equivalency Programme
 IIPP: Individual Interest Promotion Programme
 QLIP: Quality of Life Improvement Programme
 IGP: Income Generating Programme

1 = somewhat mild
 2 = mild
 3 = somewhat strong
 4 = strong
 5 = very strong

Chapter 3
CEC^s AND NCEC^s IN ANDHRA PRADESH

3.1 Interface

- 3.1.1 One day each was devoted by study team in Karimnagar and Guntur for interface at ZSS office and with its functionaries, as well as, opinion leaders, village heads. They were invited to the ZSS office. At Karimnagar, none of the four programmes including EP is being implemented. The Preraks have not heard of the EP, even though they have distributed levels 1, 2 and 3 books. They do not know what level means or what equivalence means. Under IIP programme one camp was organized on health awareness in which the district health department took part and gave demonstration to learners on hygiene and personal cleanliness.
- 3.1.2 In Guntur district, CEC^s appeared more active. Under IIP programme a couple of cultural programmes were organized at CEC^s including the ones which were surveyed by study team. A health camp was held in this district too in which the district health department gave lectures on AIDS and personal hygiene. A couple of gettogethers were also organized by Preraks. Guntur CEC^s have been organizing vocational training fortnights by involving JSS (fabric painting, motor winding, even para-medical training). It is another matter that JSS resources alone were inadequate and CEC^s have not succeeded in mobilising other agencies. Still some training the learners did receive. But, according to ZSS secretary, the trained learners have yet to get a job in their vocations. However, EP seemed to lag behind. In majority of the CE centres (also NCE centres) Preraks have not received level-1, level-2 and level-3 books.
- 3.1.3 In both districts, opinion leaders were aware of what CEC^s are. So also the Panchayat members. In both districts twelve opinion leaders were interviewed. Let us first report their common responses. In six respects all opinion leaders of the villages where CECs and NCEC^s were investigated by us gave a common response. All of them said that (a) they were aware of the existence and purpose of CEC^s (b) except two leaders all reported that CEC^s and NCEC^s in their areas were functioning satisfactorily; the other two said the functioning was not satisfactory. (c) that they participated in CEC activities by way of motivating villagers to join CE learning. (d) CEC^s are potentially useful institution for growth of the community as well as the individual (e) they had succeeded in persuading Preraks to hold regular meetings with villagers and learners (f) no material, e.g. sports items, TLM^s, electricity etc. was supplied in adequate quantity to any CEC/NCEC.

The leaders had, however, very different perceptions as to what a CEC does or should do. Surprisingly, in both districts 6 out of the 12 opinion leaders said that CEC^s are “information centres”; two leaders thought it was community reading room. Four leaders had a correct perception perhaps, that CEC^s are literacy promoting and cultural activities organizing centres. It may be stated here that the leaders have, so far, only aired the constraints of the CEC^s and NCEC^s without taking initiatives to overcome them. This contrasts with our findings in Kerala where opinion leaders, ZSS functionaries, Panchayat members have participated in meetings. The leaders while participating in meetings have not taken enough interest to mobilize learners, or in organizing QLI programmes, a work for which they are best agents in the village communities. We are basing this observation on what we saw in Kerala CEC^s. Opinion leaders and gram panchayat members there have travelled through their districts to organize QLI programmes, mobilize resources for training of unemployed youths in vocations. They have equipped CE centres with the sports items and TLM and supervised upkeep of the centres. If only the opinion leaders and gram panchayats in AP would know and act on this.

3.2 CEC^s and NCEC^s profile

3.2.1 State level profile



NCEC, Sattenapalli, urban, Guntur.

Karimnagar is a district town in the Telangana region of Andhra Pradesh while Guntur is a district town of the state's Coastal region. Geographically the two districts are about the same size (Karimnagar = 11'823 km² Guntur = 11'391 km²) but populationwise number of persons in Guntur district is larger (4.09 m) than in

Karimnagar district (3.04 m). In Karimnagar CE activities are being implemented by Akshar Ujwal Samiti. CEC^s and NCEC^s of Andhra Pradesh were set up in three phases. In phase I (1997-1998) CEC^s and NCEC^s both were opened in eight districts; in Phase II (1998-1999) another eight districts were covered; in Phase III (2000-2001). CEC^s and NCEC^s were opened in four districts; in Phase IV (2003-2004) one district was covered. Phasewise districtwise number of the centres in Andhra Pradesh is shown below.

	No. of CEC ^s Sanctioned	No. of CEC ^s	No. of NCEC ^s Sanctioned	No. of NCEC ^s	Expenditure (Rs. Million)		
<i>Phase I. 1997-1998</i>							
Srikakulam	770	770	110	110	16.68	Av. expenditure (Exp. per district) = seventies Rs. 19.74 Lakhs	
Visakhapatnam	570	570	81	81	0.95	Range	
West Godavari	953	958	137	137	46.62	Highest = Rs. 46.62 m (West Godavari)	Lowest = Rs. 0.95 m (Vis'pnam)
Nellore	311	311	45	45	4.41		
Chittoor	1000	1000	143	143	40.61		
Cudappah	562	562	80	80	14.56		
Nizamabad	514	172	73	23	12.27		
Karimnagar	889	889	127	127	21.87		
Total	5569	5232	796	746	157.98		
<i>Phase II. 1998-1999</i>							
Vizianagaram	650	650	93	93	1.11	Av. expenditure (Exp. per district) = Rs. 10.50 m	
East Godavari	942	942	135	135	17.05	Range	
Krishna	391	389	56	56	6.60	Highest = Rs. 25.76 m (Warangal)	Lowest = Rs. 1.10 m (Viz'nam)
Rangareddy	100	100	14	14	3.15		
Hyderabad	543	543	78	78	13.54		
Medak	451	451	64	64	10.75		
Warrangal	632	632	90	90	25.76		
Khammam	300	300	43	43	7.02		
Total	4009	4007	573	573	83.98		
<i>Phase III. 2000-2001</i>							
Nalagonda	1565	1717	173	0	16.17	Av. expenditure (Exp. per district) = Rs. 14.9 Lakhs	
Prakasam	1437	1437	159	159	20.77	Range	
Guntur	1645	1645	117	117	15.41	Highest = Rs. 20.77 m (P'sam)	Lowest = Rs. 7.24 m (An'pur)
Ananthpur	1745	1745	193	193	7.24		
Total	6392	6544	642	469	59.60		
<i>Phase IV. 2003-2004</i>							
Mahaboobnagar	1309	0	94	0	0		
Grand Total	1729	15783	2105	1788	301.54		

Source: State Literacy Mission Authority, Andhra Pradesh, Hyderabad, January 2004.

The CEC^s and NCEC^s in Karimnagar, according to the table above, were opened in the first phase while those of Guntur in the third phase. Between the two districts, Guntur has more CEC^s (1645) than Karimnagar (889) but the number of NCEC^s was more or less same – 127 in Karimnagar and 117 in Guntur. On the other hand, sanctioned expenditure of Karimnagar's CE scheme exceeded that of Guntur's; the former spent Rs. 21.87 million whereas the latter spent Rs. 15.41 million. (The expenditure amount covers CEC^s and NCEC^s).

3.2.2 Profile of CEC^s/NCEC^s in sample districts

3.2.2.1 Karimnagar

Karimnagar district having at present 889 CEC^s and 127 NCEC^s, has received, so far, approximately Rs. 19.73 million. The released amount was nearly 95 percent of the approved amount. Out of the released amount (Rs. 19.73) nearly 99 percent was spent. The annual break-up of the released amount was as below.

Amount released (Rs. Million)

1997-1998	0.10
1998-1999	1.46
1999-2000	8.37
2000-2001	0.72
2001-2002	9.06
Total	19.71

Bulk of the expenditure was made in two years. Reasons given for uneven flow of expenditure were:

- The grant from the centre was delayed
- There was delay in appointments of Preraks and nodal Preraks.

As regards the contents of the expenditure, following facts emerged from the data. One, in respect of both CEC^s and NCEC^s, non-recurring expenditure was much too less than sanctioned expenditure. That is, utilisation rate was low – 33.5 percent in respect of CEC^s and 16.2 percent in respect of NCEC^s. The study team sought for possible reason for low utilisation from CE programme official. They did not have one nor is it found in auditors observations. That is, audited account statement does not refer to underutilisation.

In respect of recurring expenditure, on the other hand, for both CEC^s and NCEC^s actual recurring expenditure exceeded sanctioned expenditure. Consequently, utilisation rate exceeded 100 per cent. For CEC^s as well as for NCEC^s the utilisation was more than twice the released amount.

Recurring and Non-recurring Expenditure in Akshara Ujjwala Samiti Karimnagar District CE programme.

	Recurring		Non-Recurring	
	CEC ^s (n=889)	NCEC ^s (n=127)	CEC ^s (n=889)	NCEC ^s (n=127)
Amount released	8.89	2.54	5.82	1.20
Amount utilised	2.98	0.41	12.83	2.40
Utilisation rate (2÷1×100)	33.5	16.2	100.0	100.0

Source: Computed from audited accounts statement records of the Akshara Ujjwala Samiti, Karim Nagar.

No explanation was available for over utilisation either. The auditor's statements do not refer to this point. All it says is that the Samiti spent strictly as per guidelines. We surmise, without facts to support it, that the released amount under the non-recurring head meant to spent over a period of time was spent on recurring account.

3.2.2.2 Guntur

In Guntur the CE scheme was implemented in the third phase i.e. 2000-2001, in October 2001. A total of 2158 CEC^s and 239 NCEC^s was sanctioned to this district. Out of these, as of today (March 2004) there are 2155 CEC^s and 237 NCEC^s on the ground. Urban CEC^s are few and far between in nine only municipalities there are CEC^s. NGOs and Panchayati Raj institutions have not come forward, so far in this endeavours. Guntur ZSS received Rs. 25.0 million in the first year and no sum in the second year. A unique activity of Guntur CEC^s is, that from each CEC^s 25 best neoliterates have been selected as Akshar Nayak totalling to nearly 40'000. The Nayak Gana are helping Preraks in distribution of books, training programmes. Another unique activity is that the CEC libraries will work together with open schools as community learning centres (CLC^s). There are, at present, 26 CLC^s already in place. Yet another unique experiment is, opening of Book Deposit Centres (BDC^s). The Preraks at CEC as well as at NCEC are supposed to bring books from these libraries, distribute them to neoliterates and collect them after the neoliterates have read them. The Preraks will then deposit those books back at BDC^s. For this work Preraks are now being paid Rs. 350/- per month as honorarium. At present there are 125 BDC^s across the district.

Collaborative action at the CEC^s was prompted by ZSS, notably with *Telugu Bala Mahila* programme, DRDA and SC, ST, and BC and minorities corporation. During 2000-2004 (in January 2004), all CEC^s and NCEC^s had Preraks. All of them have been trained (at SRC^s). There are no Asstt. Preraks at any CEC or NCEC. Out of the 1645 recruited and trained Preraks 364 are from SC and 39 from ST population. Among NCEC Preraks, 17 are from SC and 5 from ST population. A noteworthy fact is that Guntur ZSS has appointed as many as 200 graduate youths to Prerak's post. The Guntur ZSS has conducted all the four programmes. As for villagers' participation, it was brought to our knowledge that QLIP involved largest number of beneficiaries, followed by EP. Even the "future oriented" programme was also attempted (Source: Discussion at ZSS and the Monitoring Report for January 2004).

3.2.3 Profile of the sample CEC/NCEC

Karimnagar

3.2.3.1 Lambadi Pally CEC Rural, Mallial Block

This centre was opened in 1997 in a predominantly SC and ST populated village. It is located in its own one-room building. It is located centrally but gives a shabby look. Between 1997 and March 2004, the centre had mopped up 260 learners. The centre presently has enrolled just around 60 learners during current year including 42 males and, less than its half, 18 females. Attendance register was not maintained actively. Daily average attendance of male as well as female learners was thin; on average 18-20 learners have attended classes daily. The CEC did not have adequate TLM. We could see a carrom board and a couple of badminton racquets alongwith used shuttlecocks. Water facility is absent. There was one hand pump but water storage facility was not there. At the library, books and newspaper were available but racks were not there for keeping the books. There was borrowing facility also. However, the library did not open daily. The centre did not display information chart. On the whole, this CEC is rated as 'just about average'.

Mallapur CEC Urban, Thimmapur Block

This centre too was opened in 1997. It caters to a population of 3200 (SC=500, ST=1200, General=1500). Upto March 2004 it had mopped up 500 learners. The learners have, however, not attended classes regularly. Average daily attendance has not exceeded 20. Attendance register is available but not active. Learners' presence/absence was not marked regularly. The centre is locationally speaking accessible to all villagers. It is located in its own one-room building and it is being kept in good condition. Things were kept tidily. On the day we visited it the centre appeared not very active. Cleanliness at the centre was of average quality. Drinking water and toilet facilities also are available. It was hand pump, not tap water. The centre did not have water storage facility. There is a library and opens daily/regularly. But it does not have books nor book shelves! Only newspapers are kept which few villagers only have been reading. Information chart was not found displayed. On the whole this CEC may be described is 'just about average'.

Para Palli NCEC Urban, Thimmapur Block

This NCEC too was opened in 1997 and is serving double the population required under the norm. The social group break-up is: SC=500 OBC= 3'000 Minorities= 150 General= 1'500. At the centre, 500 learners have been enrolled since 1997, out of which 250 each were mopped up learners and CE learners. The sex ratio of learners was favourable: 270 F: 230 M. The average daily attendance was higher than at the CEC^s we had visited till then. However, on the days (March 13-14 2004) we visited this NCEC no learner was seen. It was surprising that the NCEC does not have TLM^s nor sports items. Although located in its own one-room building and centrally situated, and, also, the building was being maintained very well, it does not have toilet facility. The nodal Prerak is trained and has experience of running CE centres. But he has not been able to get a small library. There are no books. He has not displayed information chart. He said he had not received any chart from panchayats or ZSS office. One newspaper is kept daily but very few come to read. On the whole, not a satisfactorily functioning centre.

Thati Palli NCEC Rural, Thimmapur Block

This NCEC was started in 1997. The social groupwise break-up of the population was : SC= 500 OBC= 1500. the centre has, to date, mopped up nearly 500 learners. Average attendance of learners is very very low. The Prerak informed that on average 20-30 learners have attended class daily. But currently there are no learners enrolled at this NCEC. On the days (March 12-13 2004) we visited this NCEC attendance register was there but it was inactive; 8 learners were present at the centre. The centre is locationally conveniently situated, in its own one-room building. It must surprise anyone that at this NCEC there were neither TLM^s nor sports items. The Prerak is trained but is inexperienced. Library facility is yet to come up. Except for one daily newspaper the centre does not have anything to report e.g. display of information chart, holding of meetings. The NCEC does not have toilet facility even. Water facility is poor; there was no tap water nor storage facility for water. On every count, this NCEC was found dysfunctional.

3.2.3.2 Guntur

Percherala CEC Rural, Merekundur Block

This centre was set up in 2000 A.D. At present there are 15 mopped up learners. Average daily attendance of learners was quite normal; around 30 learners have attended the class daily. So far, i.e. since 2000 A.D. 120 learners have been enrolled, out of which 25 were mopped up learners and 95 were CE learners i.e. Equivalency Programme Learners. Female learners have outnumbered male learners (80 F: 40 M). Prerak is trained but is not experienced in organizing programmes and activities. There is an Asstt. Prerak also at this centre. The centre has distributed TLM, especially level-1 and level-2 books, among learners. Sports items were absent. The centre is located in its own (one-room) building, but lacks in toilet facilities. There is a hand pump. Yes, there is a library and it opens daily. There are books and they are kept on bookshelves. Information chart was seen displayed. A newspaper is daily available; learners may borrow books from the library. But learners/villagers have not availed of these facilities. The Prerak has often tried to motivate them to join programmes. Overall, in terms of facilities available to villagers, this centre is in a satisfactory position, but activitywise it was low keyed.

Sattenapalli CEC Urban (Ward 14), Sattenapalli Block

This is an urban CEC and came up in 2001 A.D. The ward which it is serving has a population 4239. A highly active centre, it has mopped up, for the year 2003, 260 learners. Nearly all of them have attended the classes. Daily attendance of learners was 80. This CE centre too has a highly favourable sex ratio of learners; while a total of 260 learners have been enrolled, the sex ratio was, 210 F: 50 M. Further, nearly 77 percent of the learners were mopped up learners and 23 percent were CE learners. Total learners = 260 (mopped up=200 CE learners = 60). However, average daily attendance was reportedly very very low (6 learners per day). The attendance register is not used. The centre is located in one room. The office is maintained by the Prerak who is a trained person but is new to the job. As a result the centre was not humming with activities. A hand pump is there by way of water facility. The Prerak has not yet arranged for purchase of sports items. He has on the other hand taken interest in the library, but has not received funds to bring books. The library opens once in a while that is once in a week. Actually even classes are held once a week. There hangs an information chart and the country map. One newspaper and one magazine are kept at the centre but their users are very few in number; only educated youths read them. Clearly, the centre is yet to make its presence felt in the village.

Mereundur NCEC Rural, Merekundur Block

This centre was set up in October 2004 A.D. and is serving a population of 8502 persons, all of the SC group. So far it has mopped up 200 learners. For EP programme it has enrolled, 260 learners having a sex ratio of 160 M: 100 F. The building housing the NCEC is not clean or tidy. Toilet facility is absent. There is a small hand pump for supplying drinking water to learners. As for its Prerak, it is male. He is trained but new to the job. He has, so far, been unable to organize any other activity than holding literacy classes. A library is there but does not open daily. It has, however, a few books which are kept on shelves. There are information charts hanging on the wall. Learners have borrowed books. Others from the village visit CEC to read newspapers. On the whole, as NCEC this centre is yet to accelerate its activities and draw people and agencies to implement programmes.

Sattenapalli CEC Urban (Ward 14), Sattenapalli Block

This centre was set up in 2001. So far it has enrolled 250 learners for EP (Male=100 Female=150). Daily attendance is very thin, a mere 8 learners per day. It is located in its own one-room structure. Its maintenance is so so. Like other centres it too lacks in toilet facility and tap water facility; water storage facility also is absent. The Prerak here is new to the job. Actually he is not satisfied on account of irregular payment of honorarium. A library is there with books and shelves to keep them on. Information chart hangs on the wall. Learners have borrowed books. They, as also other villagers, read newspaper regularly.

3.3 Preraks Profiles

3.3.1 Karimnagar

All the CEC^s and the NCEC^s visited in this district were started in 1997. All the preraks were male; two of them were in the age group 15-25 years and the other two were in the age group 26-35 years; two of them were graduate, one was a matric and the fourth prerak has studied upto 12th standard. Castewise, two preraks belonged to OBC group and one each to SC and general social group. All of them have acquired three years experience. They were VT in TLC^s before joining CEC as prerak. They were trained in Prerak's job. No prerak was, reportedly, getting the honorarium regularly (Table 3.1).

3.3.2 Guntur

All the four preraks (two each male and female) were trained for Prerak's job and were trained for and had worked as VT in TLC^s before joining as Prerak. All have qualified as graduates. Three out of the four preraks come from scheduled caste category. All the Preraks normally spend 3 to 4 hours on CEC related activities and administrative matters. Our overall impression of the preraks is that (a) they are not fully aware of, much less conversant with, innovative programmes (b) they do not know their role in the programmes implementation (Table 3.1).

Table: 3.1 Profile of Preraks of CEC^s and NCEC^s (Andhra Pradesh)

	Karim Nagar				Guntur			
	NCEC-R	CEC-R	NCEC-U	CEC-U	NCEC-R	CEC-R	NCEC-U	CEC-U
Year of Establishment	1997	1997	1997	1997	2000	2000	2000	2000
Worked as VT in TLC								
Yes	0	0	0	0	0	0	0	0
No								
Sex								
Male	0	-	0	0	0	0	-	-
Female	-	0	-	-	-	-	0	0
Trained for Preraks work								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-
Age Group								
15 to 25	-	-	0	0	-	-	-	-
26 to 35	0	0	-	-	0	0	0	0
39 to 45	-	-	-	-	-	-	-	-
46 to above	-	-	-	-	-	-	-	-
Qualification								
10th	-	0	-	-	-	-	-	-
12th	-	-	-	0	-	-	-	-
Graduated & above	0	-	0	-	0	0	0	0
Social group								
SC	-	0	-	-	0	0	0	-
ST	-	-	-	-	-	-	-	-
OBC	0	-	-	0	-	-	-	0
Muslim	-	-	-	-	-	-	-	-
General	-	-	0	-	-	-	-	-
Others	-	-	-	-	-	-	-	-
Period of Experience								
1 to 3	0	0	0	0	0	-	0	0
4 to 6	-	-	-	-	-	0	-	-
Do you get the honorarium in time								
Yes	-	-	-	-	0	-	-	-
No	0	0	0	0	-	0	0	0
Time spend in CE. Centre								
1 to 5	0	0	0	0	0	0	0	0
Full time	-	-	-	-	-	-	-	-

3.4 Preraks' Functions and Perceptions

Preraks' perception alongwith the beneficiaries' perceptions which are discussed in the next section (section 3.5) are absolutely critical to the continuation of CE scheme. In this section we present preraks perceptions.

3.4.1 Karimnagar

We asked preraks to spell out their difficulties/constraints in performing their functions. Two preraks reported that they were not receiving their honoraria in time. But all the four preraks said non availability of books and TLM^s was the main hurdle in implementing the CE

lessons. In the second place, learners have not attended class regularly, owing mainly to “non availability of time”. All preraks said so. However, they also told us that learners whoever had access to TLM^s had found them attractive. One prerak, NCEC (urban), did not think so. Regarding the innovative programmes, preraks at CEC (rural) and NCEC (Rural) (both in Mallial block) had information about them. They had organized separate programmes for women also, two programmes in particular viz. formation of self-help group, and, vocational training. Preraks at CEC (Urban) and NCEC (Urban) (both in Thimmapur block) did not have any information; they were, rather, ignorant. Also, they did not organize any women related programme.

Preraks have experienced difficulty in sustaining CE programme. Preraks at CEC (rural) and NCEC (rural) in Mallial block and preraks at NCEC (Urban) in Thattapur block said inadequate fund was the main reason. But prerak at CEC (rural) in Thattapur block has perceived that CE is sustainable with the same quantum of fund. All preraks except one have taken initiative for collaborative programmes to converge resources for programme implementation, though success was small. On the whole, preraks’ performance in the surveyed CEC^s and NCEC^s was ‘B’ grade.

3.4.2 Guntur

In Guntur, by contrast, three out of the four preraks had no difficulty in functioning as prerak. The fourth prerak NCEC (urban) in Sattenapalli block said irregular salary was their main grievance. Also all preraks, unlike is Karimnagar, informed that TLM^s supplied to them were far from being adequate; only one prerak NCEC (rural) in Merekundur block reportedly had received adequate quantity of TLM. The TLM^s were attractive enough to retain learners’ interest in learning. For learners’ benefits preraks organized lectures except at CEC (Rural) in Merekundar block. Information dissemination was an important activity offered by the preraks. For instance, at NCEC (Rural) in Sattenapalli block, information about income generating vocational training has been disseminated. At another CEC (Rural) in the same block, information on three programmes was disseminated viz. IGP, agriculture, IIPP. NCEC (Urban) Merekundur block disseminated information on IGP and IIPP. All the preraks organized women specific programmes. Vocational training has been organized. One prerak CEC (Rural) in Sattenapalli block informed he had helped in forming women SHG^s. Last but one, preraks in all the selected centres said CE was sustainable programme. Lastly, preraks had taken active interest in drawing out NGO^s for collaborative implementation of some programmes specially spreading health awareness (Table 3.2). Overall, preraks performance was just about ‘B’ grade.

Table: 3.2 Preraks Functioning and their Perceptions (Andhra Pradesh)

	Karim Nagar				Guntur			
	NCEC-R	CEC-R	NCEC-U	CEC-U	NCEC-R	CEC-R	NCEC-U	CEC-U
Difficulties of a prerak								
Skill creating materials (NA)	-	-	-	-	-	-	-	-
Time consuming house-to-house campaign	-	-	-	-	-	-	-	-
Honorarium not paid	0	0	0	0	-	-	0	-
Musical instruments (NA)	-	-	-	-	-	-	-	-
No building	-	-	-	-	-	-	-	-
No sanitation facility	-	-	-	-	-	-	-	-
No electricity facility nor kerosene	-	-	-	-	-	-	-	-
TLM not adequate in number	-	-	-	-	-	-	-	-
None	-	-	-	-	0	0	-	0
<i>Learners attend classes regularly</i>								
Yes	-	-	0	-	0	0	0	0
No	0	0	-	0	-	-	-	-
If no, reason								
Unavailability of TLM	0	0	-	0	-	-	-	-
Lack of interest	-	-	-	-	-	-	-	-
Non availability of time	-	-	-	-	-	-	-	-
TLM etc. adequate								
Yes	-	-	-	-	0	-	-	-
No	0	0	0	0	-	0	0	0
CE material, do they attract learners to attend class								
Yes	0	0	-	0	-	0	0	0
No	-	-	0	-	0	-	-	-
Organized activities under the programmes								
Yes	-	0	-	-	0	0	0	-
No	0	-	0	0	-	-	-	0
If yes, in what areas								
Health awareness and education	0	0	-	0	-	0	0	0
Vocational training	0	0	-	0	0	0	-	0
Agriculture	0	-	-	0	-	0	0	0
Personality Development	-	-	-	-	-	-	-	-
Cultural activities	-	-	-	-	-	-	-	-
Literacy Day	-	-	-	-	-	-	-	-
Identified areas in which learners require information to be disseminated about programme								
Yes	0	-	0	0	-	-	-	-
No	-	0	-	-	0	0	0	0
If yes, in what areas								
Earning opportunity	-	-	-	-	-	-	-	-
Skill building avenues	-	-	-	-	-	-	-	-
Received information on development programmes								
Yes	0	0	-	-	0	0	0	0
No	-	-	0	0	-	-	-	-
Organized specific programmes for women								
Yes	0	0	-	-	0	0	0	0
No	-	-	0	0	-	-	-	-
If yes, in what areas								
Cultural	-	-	-	-	-	-	-	-
Skill training	-	-	-	-	0	0	0	0
RCH programme activity	-	-	-	-	-	-	-	-
SHG formation	0	0	-	-	-	0	-	-
Organized collaborating programmes with NGO ^s								
Yes	-	0	0	0	-	-	-	-
No	0	-	-	-	0	0	0	0
Is CE programme sustainable in future								
Yes	0	0	0	-	-	-	-	-
No	-	-	-	0	0	0	0	0
If no, why								
Flow of Fund uncertain	-	-	-	-	-	-	-	-
Collaboration from other agencies uncertain	-	-	-	-	-	-	-	-
Scope for vocational training is limited	-	-	-	-	-	-	-	-

3.5 Beneficiaries Profile (Table 3.4)

The chapter on methodology (Chapter 2) states that this study included a profiling and interviewing of selected beneficiaries in all the selected 10 districts in both rural and urban CEC^s and NCEC^s. In all 143 beneficiaries were interviewed. The statewise districtwise break up of the interviews was as below:

Table 3.3 Number of beneficiaries interviewed

State	District	Number of beneficiaries interviewed			Grand Total
		at CEC ^s	at NCEC ^s	Total	
Andhra Pradesh	Karimnagar	4	4	8	16
	Guntur	4	4	8	
Gujarat	Ahemdabad	21	-	21	42
	Dang	10	11	21	
Kerala	Kollam	4	4	8	16
	Idukki	4	4	8	
Rajasthan	Udaipur	10	10	20	40
	Dungarpur	5	15	20	
West Bengal	24 Parganas (N)	11	3	14	29
	Burdwan	12	3	15	
Total		85	58	143	143

A primary type of profile of the beneficiaries was developed. Table 3.4 below presents the profile of Andhra Pradesh beneficiaries. Similar profile for beneficiaries in the other selected states appear in respective chapters. Table 3.4 shows that an equal



CEC, rural, Karimnagar

number of beneficiaries were mopped up and

neo-literates. Except for two of them, all others, were young learners. Except for two beneficiaries all others belonged to SC/OBC categories. Sex ratio of the learners favoured women; thirteen out of the sixteen beneficiaries were females. Beneficiaries general level of awareness was low. For instance, excepting TV viewing, no other medium was used to acquire general information about society or the country. However, fifty percent of them

participated in village activities and meetings. They now have self confidence to and communicate and interact with government officials. Sadly enough, beneficiaries' employment status was very low; they were either agricultural workers or daily wage workers; females were housewives.

3.6 Beneficiaries Responses (Table 3.5)

In both districts all the interviewed beneficiaries (rural as well as urban) said they were told about the CE scheme. But about the four programmes all of them did not know, except about EP. None was aware about IIPP and IGP. About QLIP six of the eight beneficiaries in Karimnagar and three of the eight beneficiaries in Guntur were aware.

Table 3.4 : Beneficiaries' Profile: Andhara Pradesh

Charasteris		Karimnagar District (n=8)				Guntur District (n=8)			
		CEC		NCEC		CEC		NCEC	
		rural	urban	rural	urban	rural	urban	rural	urban
Literacy Status	mopped up	1	2	1	2	0	0	0	0
	neoliterate	1	0	1	0	2	2	2	2
Age group	15-25	1	2	0	1	2	1	0	0
	26-35	1	0	2	1	0	0	1	2
	> 35	0	0	0	0	0	1	1	0
Social group	SC	2	0	0	0	2	0	2	2
	ST	0	0	0	1	0	0	0	0
	OBC	0	1	2	0	0	2	0	0
	general	0	1	0	1	0	0	0	0
	muslim	0	0	0	0	0	0	0	0
Sex	male	0	1	0	1	0	0	1	2
	female	2	1	2	1	2	2	1	0
Employment status	wage employment	1	0	0	0	2	0	0	0
	salaried employment	0	0	0	2	0	1	0	1
	agricultural labourer	0	1	1	0	0	1	2	1
	housewife	0	0	1	0	0	0	0	0
	unemployed	1	1	0	0	0	0	0	0
Listen radio	always	0	0	0	0	0	0	0	0
	some times	1	0	0	0	0	0	1	0
	rare	0	1	0	0	2	0	1	0
	never	1	1	2	2	0	2	0	2
Watch TV	always	2	2	2	2	2	2	2	0
	some times	0	0	0	0	0	0	0	0
	rare	0	0	0	0	0	0	0	0
	never	0	0	0	0	0	0	0	2
Read newspaper	always	0	1	1	2	1	0	0	0
	some times	2	1	1	0	0	1	0	1
	rare	0	0	0	0	1	1	1	1
	never	0	0	0	0	0	0	1	0
Attend gram panchayat meetings	always	2	0	1	2	2	0	1	0
	some times	0	0	1	0	0	1	0	1
	rare	0	0	0	0	0	1	0	0
	never	0	2	0	0	0	0	1	1
Meet Government officials	always	1	0	1	2	2	2	1	1
	some times	1	0	1	0	0	0	0	1
	rare	0	0	0	0	0	0	1	0
	Never	0	2	0	0	0	0	0	0

Table 3.5: Beneficiaries responses / Andhra Pradesh

Characteristics	Karimnagar District (n=8)				Guntur District (n=8)			
	CEC		NCEC		CEC		NCEC	
	rural	urban	Rural	urban	rural	urban	rural	urban
1. Are you told about CE programme/s								
▪ Yes	6	2			4	4		
▪ No	-	-			-	-		
2. If yes, which one/s								
▪ EP	7	1			4	4		
▪ IIPP								
▪ QLIP	4	1			1	2		
▪ IGP	-	-			-	-		
3. Has EP influenced you								
▪ Yes	3	1			3	1		
▪ No	3	1			1	3		
4. If yes, in what respect /s								
4a Awareness on								
▪ Legal age at marriage	4	1			1	3		
▪ Risks of HIV/AIDS in unprotected sex	2	1			1	2		
▪ Serving more and more fluid to diarrhoea patient	2	1			1	2		
▪ Immunization of all under - 5 children	1	1						
4b. Economic								
▪ Earnings have increased	-	1						
▪ Savings habit is formed	1	1						
4c. Self - related								
▪ Self confidence increased	3	-			2	1		
▪ Participated in village events and activities	3	1			-	-		
▪ Interacted with Government officials	3	-			4	4		
▪ Started reading newspaper	1	1			1	2		
5. Did you receive training in any vocation								
▪ Yes	-	-			-	-		
▪ No	6	2			4	4		
6. If yes,								
▪ At your CEC/NCEC								
▪ Elsewhere, with prerak's help								
7. Who selected the vocation for you								
▪ My self								
▪ Prerak								
▪ Both of us								
8. Was it right choice								
▪ Yes								
▪ No								
9. If yes, was training duration adequate								
▪ Yes								
▪ No								
9a. If no, should it have been								
▪ One week more								
▪ Two weeks more								
10. Was training content satisfactory								
▪ Yes								
▪ No								
10a. If no, did you talk about it to your prerak								
▪ Yes								
▪ No								
11. Did you attend training regularly								
▪ Yes								
▪ No								

Table 3.5: Continued...

11a. If no									
▪ Lack of time									
▪ Distance Factor									
▪ Vocation was not my choice									
▪ There was additional personal expenditure involved									
12. As the training increased your employment prospects									
▪ Yes									
▪ No									

3.7 Cobweb and Field Force grading of the CE programmes

3.7.1 Preceding two sections described factors that possibly were shaping the structures and performance of CEC^s\NCEC^s and the CE programmes. The perceptions of both preraks and beneficiaries were analysed. In this section, attempt is made to scale the perceptions, with the aid of Cobweb and Force Field.

Cobwebs provide visual description of performance gap in a development programme. Performance gap is, the distance between expected outcomes from the programme and the actual outcomes from the programmes; larger the distance, wider is the gap and vice versa. Field force diagrams provide visual description of the causes that explain the performance gap. Causes which keep the gap narrow it out are called ‘push’ factors. In reverse case, causes which widen the gap or keep the gap wide are called ‘pull’ factors. The two diagrams whose standard shapes are shown below were used in the present study. We employed them for assessing both Preraks’ perceptions and beneficiaries’ perceptions. Their perceptions on the levels of the gap and levels of the push and pull factors are tabulated below.

3.7.2 Rating by the beneficiaries (Table 3.6)

The beneficiaries who rated the performance gap of CE programmes (read the data down the column not across the rows) indicated that the gap was very wide. For example nine out of the 16 beneficiaries said performance gap in EP programme was very wide that it is very far off from their expectation. The IIP programme performed shade better. About EP, only three out of the 16 beneficiaries said that it was far from expectations.

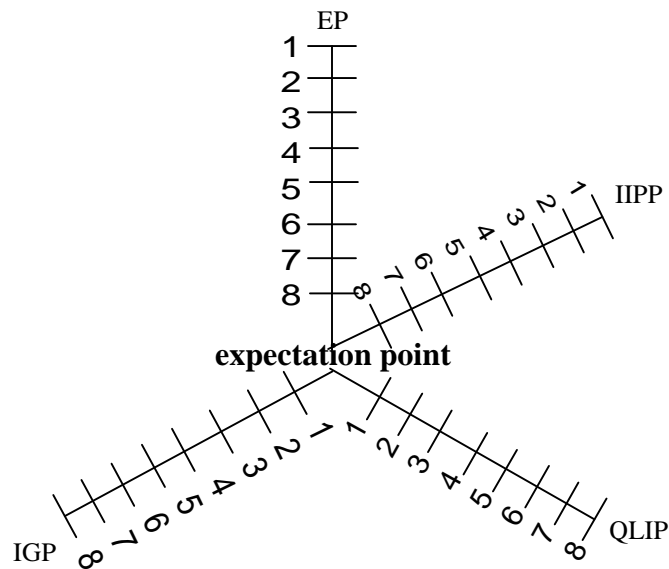
3.7.3 Rating by the preraks (Table 3.6)

Among the eight preraks, the perception was fairly similar, especially on EP and IIPP. All preraks said performance of these two programmes significantly lagged behind expectation (see Table 3.6). Clearly, preraks’ responses indicate that programmes have not performed to satisfaction. The QLIP has very poorly to the extent that preraks have felt that expectation from it is not realizable.

3.7.4 Preraks' rating of stimulators and inhibitors of CE programmes (Table 3.7)

Preraks appeared to be divided in their perceptions of push and pull factors. To illustrate, on EP four preraks each said that there were somewhat 'strong' factors which acted as stimulators and at the same time inhibitors. The IIPP and IGP are not yet implemented. Similarly, on QLIP, four each said that pull and push factors have operated. Those perceiving the stimulator factor, said the factors worked somewhat strongly. On the hand, among the four preraks who saw inhibitor factors operating, two each said, the factors operated 'somewhat mildly' and 'strongly'. (Table 3.7)

The Cobweb



EP : Equivalency Programme
 IIPP: Individual Interest Promotion Programme
 QLIP: Quality of Life Improvement Programme
 IGP: Income Generating Programme

Table 3.6 (Qualitative) rating on Cobweb by beneficiaries and Preraks, of the CE programmes. *Andhra Pradesh*

Scaling of the performance gap (From low to high)	Number of Beneficiaries responding (n=16)				Number of Preraks responding (n=8)			
	EP	IIPP	QLIP	IGP	EP	IIPP	QLIP	IGP
distance negligible	-	-	-	-	-	-	-	-
distance insignificant	-	-	-	-	-	-	-	-
distance significant	-	1	-	-	-	-	-	-
distance quite significant								
distance notably significant	2	8	2	1	8	7	2	5
distance notably significant								
expectations not fulfilled	9	3	5	-	-	1	-	-
expectations not realizable	3	2	1	2	-	-	6	-

Force Field

(no of preraks interviewed =)

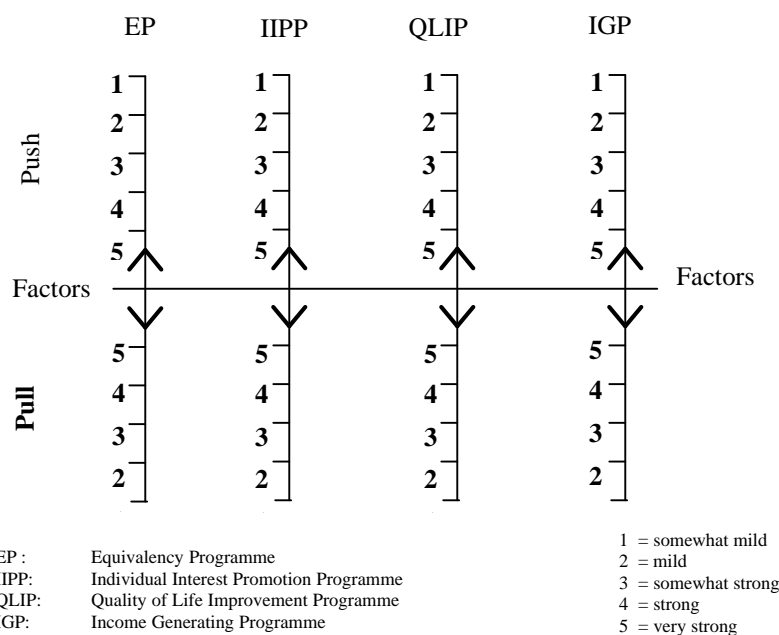


Table 3.7 (Qualitative) rating on Force Field by Preraks, of the CE programme. *Andhra Pradesh*

Push factors: Stimulators (from low to high)	Number of Preraks responding (n=8)			
	EP	IIPP	QLIP	IGP
somewhat mild	2	-	-	-
mild	2	-	-	-
somewhat strong	4	-	4	-
strong	-	-	-	-
very strong	-	-	-	-
Pull factors: Inhibitors (from low to high)				
somewhat mild	3	-	2	-
mild	2	-	-	-
somewhat strong	-	-	-	-
strong	4	-	2	-
very strong	-	-	-	-

Chapter 4

CEC^S AND NCEC^S IN GUJARAT

4.1 Interface

4.1.1 Dang



In conversation with a ZSS officer, Ahmedabad

In this state also the study was conducted in two districts – Dang and Ahmedabad. Like in the case of other states, the selection of these districts was decided after preliminary socioeconomic review of all the districts and consultation with SLM authorities at Ahmedabad. The interface was conducted with ZSS

functionaries, opinion leaders, panchayat members (who ever was/were available on the days on interface). Dang does not have a JSS.

Dang is a tribal and relatively lagging district in the state. The entire state i.e. all the districts in this state have received a one-time grant. That is, after releasing the grant to them once, the NLM stopped it and the position remains unchanged. Reason for stoppage was that *some* districts did not furnish audited accounts statement on TLC and PLC to NLM. Dang ZSS submitted audited accounts of their TLC and PLC expenditures. There was some delay in complying the orders of the NLM and the Ministry. But that was because of heavy work load on ZSS staff. Remember that the year witnessed severe earthquake also. As desired by Ministry of HRD Dang ZSS sent its monthly monitoring report. In spite of this transparent position CEC scheme is not receiving subsequent grant just because many districts have not fulfilled their obligation to submit audited accounts to NLM. Dang ZSS appeared to be very concerned; their main worry was that Preraks and nodal Preraks might get demotivated in their work. As a result CE activities have come to a stand still. There was listlessness in and around the centres visited at by the team. The ZSS here is keen to start vocational training activities. The Assistant Director at Directorate in Gandhinagar was of the view that

ample scope exists to impart skills to villagers who are in labour force (men and women in age group 15-35 years) to help them secure employment. CEC^s and NCEC^s can organize their training at JSS, Kutir Udyog. All this is possible if funds are made available to pay Preraks regularly as a motivation to perform their task enthusiastically. His second suggestions was, some organization/institution/government department should identify and prioritise vocation for which demand is high. This may help CEC^s to organize training in the desired vocations, thus maximizing beneficiaries employment benefits. Third suggestion from the Assistant Director was the proportion of honorarium component in the total CEC budget be raised from 52 percent to 72 percent; the proportion on books etc. component should be reduced and the amount thus available be spent on purchasing essential equipment for vocational training. Finally, he suggested that expenditure on sports materials should be slashed. Villagers is general and those 35 years and above have no use for ludos, caroms and the like modern sports items. Instead, they may be trained in traditional sports.

4.1.2 Ahemdabad

CEC/NCEC managers in this district too (viz. the ZSS) had the same refrain for the study team. CE programmes have received funds for only one year. Reasons for stopping it in subsequent years was NLM objection that audited statement of account's for TLC and PLC were not sent to NLM. Ahemdabad ZSS has reportedly complied the requirement but is the victim of stoppage of funds. The ZSS supervises all the 607 CEC^s and 68 NCEC^s. It informed that almost all of them are located in hired buildings. One CEC was located in a private building. A number of government agencies have participated in CEC activities. To name a few: DRDA, B.D.O., Health and Education Departments. The DRDA helped in formation of SHG^s among learners; BDO guided CEC^s. For more than three years now the departments have participated in CE operations. However, the secretary did not make reference to JSS. ZSS' main rather the only, grievance is that it has not been able to keep Preraks happy. As a result CEC activities have often slackened. All this because it does not have money to pay the honoraria to Preraks regularly. Further funds have not come from central government.

In both districts, *opinion leaders'* perception of CE centres and their functioning seemed to converge even while these leaders are located far and wide; they do not know about any other CE centres then the one in their village. They all shared their perceptions with us. In the first place all opinions leaders know that CE centres are set up by ZSS out of the funds

sent by central government. All leaders perceive that CE scheme is beneficial to both individuals and community development. All of them opined that CE centres were not performing satisfactorily. CE centres are either below average or just not functional. All opinion leaders attributed this situation to nonavailability of SLMA funds. The leaders have watched the proceedings of the monthly meetings. Frequency of the meeting should, according to them, increased from once a month to twice a month. All opinion leaders reported they were engaged primarily (i) in motivating youth to join CE scheme; (ii) two of the 8 leaders interviewed were mobilising resources to be spent on renovating school building. (iii) developing a strategy to motivate learners (iv) improve quality of education to be imparted by ZSS official. In both districts the leaders informed sports items were there in CEC^s but not used, because CEC is often closed when learners want to enjoy recreation. Central government / Adult education Department has supplied to CEC^s TLM resources and were very inadequate. Opinion leaders of the Dang district were pressing government to provide none time meal to learners.

4.2 CEC/NCEC Profile

4.2.1 Ahemdabad city

In the 43 wards that comprise the entire Ahmedabad city literacy percentage (literate population as percent of total population) was very high (83.85 percent) but inter ward variation was wide Population in Behrampur ward had lowest percent of literates – 58 percent while in Khadia and Naranpura



Interior of a CEC-urban, Ahmedabad, Gujarat

wards, literacy percentage was very high – around 85 percent. Female literacy was very high (76.97 percent). The officials told us that high literacy in their wards was on account of successful campaign of total literacy and also PLP.

Under CE scheme, the Ahemdabad Saksharata Samiti has located all the CEC^s and NCEC^s set up by it so far, in Municipal schools. At present there are 128 nodal CEC^s in the 43 wards and 1280 CEC^s. CEC and NCEC alike work for six hours a day. Timing of the working hours varies, depending entirely on learners' convenience. The Samiti has decided to hand over 20 percent of the CEC^s that is, 256 out of the 1280 CEC^s, to voluntary organization, that is NGO^s. At present 33 NGO^s have been given a CEC each.

Ahemdabad city has received grant for CE scheme for five years. The central government grant was provided for all five years; state government grant was provided for two years (4th year and 5th year).

The grant included three components: to CEC and NCEC^s per se + grant for skill development + grant for quality of life improvement. The actual amounts are shown in table below:

Table 4.1: Grants for Continuing Education : Ahemdabad city (Gujarat)

(Rounded million)

Years	From Central Government			Total	From State Government			
	CEC/NCEC	Skill development	Quality of life improvement		CEC/NCEC	Skill development	Quality of life improvement	Total
1 st year	79.3	-	-	79.3	-	-	-	-
2 nd year	41.5	0.5	0.15	42.15	-	-	-	-
3 rd year	41.3	0.5	0.15	42.15	-	-	-	-
4 th year	20.8	0.3	0.08	21.18	20.8	0.3	0.08	0.38
5 th year	20.8	0.3	0.08	21.18	20.8	0.3	0.08	0.38
Total	203.9	1.6	0.46	205.96	41.6	0.6	0.16	0.76

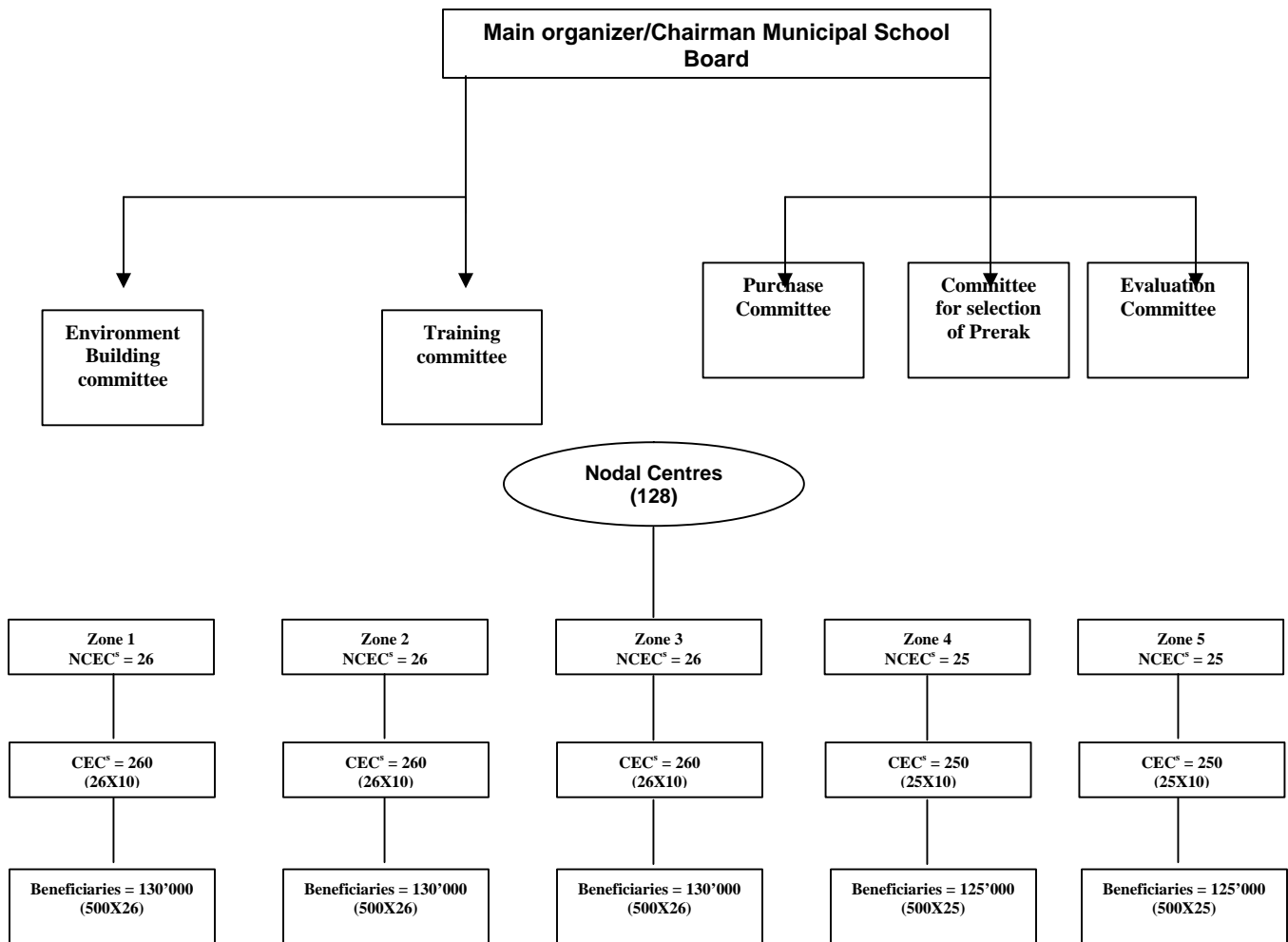
Source: Action Plan for Continuing Education in Ahmedabad city, Ahemdabad Mahanagar Saksharata Samiti – p. 33

The expenditures include recurring and non-recurring amounts. Almost the entire grant went for CEC/NCEC; programs funding was negligible. The total grant was divided equally between recurring and non-recurring items. Per CEC expenditure was fixed at Rs. 25000/- each for recurring and non-recurring items. Per NCEC expenditure was fixed at Rs. 45000/-.

Organisationally all CEC^s and most of NCEC^s are located in the municipal school buildings. There are 563 municipal schools (primary schools). The chairman of the school board is the organizer of the scheme. For the first five years the scheme was fully supported by government funds. Hereafter (2004 onwards) the Nagar Mahapalika will take up the responsibility of conducting the CEC^s and NCEC^s including mobilisation of financial and human resources. The corporation will approach large

donors e.g. Reliance for the purpose. It will generate money also, by renting corporation building for marriage ceremonies. The organizers have fixed B.A. as the minimum qualification for appointment as NCEC prerak and high school for preraks for appointment as CEC prerak. So far, the organizers have not involved NGO^s in the CEC scheme. However, Ahmedabad Municipal Corporation decided to hand over 20 percent of the 1280 CEC^s to NGO. Priority will be given to those NGO^s which are primarily oriented to social services. On this criterion the corporation has so far identified 33 NGOs.

ORGANIZATIONAL STRUCTURE OF AHMEDABAD URBAN (CEC^s)



As per the CE scheme the literates and neoliterates provided by TLC and PLP have been the principal beneficiaries of the programmes and the associated activities of the CEC^s and NCE centres. Additionally, all members of the society desirous of receiving life time education are welcome to join the CEC activities. In all in the population of Ahemdabad municipal corporation, 6.40 lakh person will be potentla beneficiaries benefit of the CE scheme in the years to come.

Ahemdabad Municipal corporation has implemented all the four programmes in their CEC^s and NCEC^s. In skill development programme particularly the corporation has identified 16 income generating trades 6 each in engineering and household trades, Yoga training. The corporation has organized training facilities for the CE beneficiaries in established institutions. IIM, Ahemdabad, National Institute of Design; Vikram Sarabhai Community Science Centre and the like.

Preraks are the central actors in continuing education. The guidelines of the government put wide ranging responsibilities on them. How far how much have they fulfilled them? We revert to this question soon.

4.2.2 Ahemdabad (the sample CEC^s/NCEC^s)

Bopal CEC Rural, Daskroi Block

Bopal CEC opened in 2000A.D. to serve a village of population of about 6000 persons. All the members of this centre belonged general category. The percentage was teaching 50 mopped up learners. In all the centre has enrolled 275 learners of which 50 are, as just said, mopped up learners and the balance are neo learners. Sex ratio of the learners was nearly unity (135 M: 140 F). Learners have attended class. The centre is located in one room of the school buildings. It is located in central place but is denied toilet facility. But the centre has piped water facility which we found missing in almost the CEC^s surveyed. The water released through the taps is adequate. There is a library; a few books are there, sports items (a volleyball, a carom board) musical instruments (dholak, manjira khangri), a black board were also acquired by the CEC. Some TL materials also were seen; one information chart hung on the wall. The library opens daily. Borrowing facility was not available to learners. Also, there was no shelf to keep the books on. The Prerak is inexperienced for the CE activities and assistant Prerak is not yet appointed. No activity under the four programmes has been implemented. On the whole, this CEC rates as 'average'.

Jetalapur CEC Rural, Daskroi Block

This CEC also came into existence in 2000 A.D. All the members served by it of 70, belong to general caste category. This centre has mopped up 52 learners. On the day we visited the centre only seven learners were present in the class. Prerak informed (that average daily attendance is 18. In all, the centre has, so far, enrolled 176 learners (52=mopped up + 124 CE learners). The sex ratio has favoured males: 176 learners= 118 M: 58 F). The attendance register is used every time a class is held. The centre is located in a room in Prerak's house. It was very clean and tidy. This centre has toilet facility. The Prerak has taken keen interest in every respect. He has motivated learners, supervised selected activities under the programmes; the library is, functioning actively. The Prerak himself is trained and experienced in CE activities. The library opens daily, books are kept on shelves, and information charts hang there. But books are not issued nor does the centre get a newspaper. The centre has however, sports items, and four musical instruments as recreational items. On the whole, in terms of facilities and functioning, the centre rates as above average centre.

Maninagar NCEC Urban, Ahemdabad Municipality

Located in Maninagar ward of this city this NCEC is, presently, serving 10000 persons. The entire population consists of SC people. The nodal centre was opened less than a year ago (May 2003). It has mopped up 100 learners so far. The centre has enrolled 250 learners, of which 100 are mopped up learners and the rest are CE learners. Learners in large number attend classes. On an average 70 attend class daily. On the day we visited the NCEC 70 learners were present. The attendance register is maintained actively. The sex ratio of the learners was favourable to women (total learners enrolled=250; 50M; 200F). The centre is located in a two room building and is equidistant for every learner. The centre has toilet facility, it has tapped water facility and it is available adequately. There is a library and it has books, there is an information chart. But books are not issued nor is there a shelf to keep them on. The centre does get newspaper. The NCEC, being very new, has not implemented QLI programme. The Prerak, educated and experienced, is enthusiastic about programmes and learning. But he has not been able to coordinate with other agencies. On the whole, this NCEC appeared to be 'a little above average'.

Sabarmati NCEC Urban, Ahemdabad Municipality

This NCEC serves SC population. This NCEC too is nascent, it was established May 2003. It has enrolled 225 learners including 125 mopped up learners. Sex ratio of the learners is even (110 M: 115 F). It has hired in two rooms having toilet and drinking water facility (tap water). The latter is available in adequate quantity. Large number of learners have attended the class regularly. Average daily attendance was 100. On the day we visited the centre, there were 100 learners taking lessons from Prerak. The Prerak is a qualified person. He is, however, not assisted by an assistant Prerak. Due to irregular grants ZSS has not appointed an Asstt. Prerak. CE programmes are not implemented as yet. The entire time and resources are at present devoted to literacy classes and equivalent teaching. The library facility is adequate. There are books and they are kept on shelves; an information chart was seen hanging on the wall. But neither are books issued nor does the centre provide newspapers. Sports item are available and learners have used them. On the whole, this NCEC too is just above average.

4.2.3 Dang district, Dungar to CEC Rural, Bangai Block

The centre was started in 1999 in an ST village. It has till date enrolled 135 learners. Ninety five out of 135 learners are males. The centre had mopped up only a small number of learners. Located in it own (one-room) building, the centre is kept in a clean and tidy condition, but it does not have toilet facility. Water facility in the form of one handpump was seen; tap (running) water was not there. We found books, one blackboard, some sports materials, a petromax. But villagers and learners were not using them. We did not see any activity. The Prerak is a trained as well as experienced person but has not received his honorium for a long time.

Gaygathan CEC Rural, Ahwa Block

This centre also has started in 1999. it has so far enrolled 80 learners. The building is maintained well but water facility is not available. A handpump is the source of drinking water, but facility for storing water is non existent. As per guidelines the centre has maintained a library. There are books, kept in an almirah, a cupboard. Sports items include a volleyball, a carrom board, a cricket bat. There hangs an information chart also. But the library itself does not open regularly, nor does it lend books. The CEC does not get atleast one newspaper. 11 Preraks is appointed but not Asstt. Prerak. He is trained and experienced but has not taken interest because honorarium is not paid regularly.

Rajindarpur NCEC Rural, Bagai Block

This NCEC was started in 2000 A.D. and it is serving a population of 5445. All the members of learners have been mopped up. Just about 40 learners have been mopped up. The centre has enrolled 210 learners so far. The sex ratio is balanced (165 M: 145 F). Attendance register is maintained but is inactive. Located in its own building, the overall condition looked just average. Even as an NCEC the centre lacks in toilet facility. Water facility consists of a handpump without facility to store the water. Library is set up with books, an information chart. But it does not open regularly and learners have not borrowed books. There is a Prerak but no an Asstt. Prerak. Like all other CEC^s which were set up 1999 and 2000 this centre has not implemented CES programmes.

Subir NCEC Rural, Ahwa Block

Set up in 1999, this centre is serving 1000 population, all of them tribal. It has mopped up 50 learners so far. But the centre enrolled as many 329 learners. Sex ratio of the learners was 179 M: 150 F. Located in one room (own) building, the upkeep of the centre is not bad but toilet facility is absent. A handpump was spotted but not a place for storing drinking water. A library for sake of it is there, not opening regularly, nor lending books. There are a few books kept on shelf to keep them on. Information chart was hanging but newspaper was available at the centre for the villagers. Sports items were there namely a volleyball, a ludo, badminton racquets. But learners had, according to the Prerak, not availed of them. At present the centre is completely non functional.

4.3 Prerak's Profile

4.3.1 Ahemdabad



Nodel Prerak

At a CEC rural, Dang

One CEC and one NCEC were started 2000; one CEC and one NCEC were started in 2003. All the preraks were earlier VT^s in TLC^s and received training for performing Prerak's work. All but one prerak are graduates and all but one are from general castes category.

Sexwise two preraks each were males and female. Age distribution of preraks varied. One (female) was above 46 years old. One (female) was middle aged, 36 - 45 years age group and the other two (both males) were younger being in the age group of 26-35 yrs. All the four preraks reported that they have spent between 1 and 5 hours for their CEC^s work. None of them had received the honorarium in time or regularly. (Table 4.2)

Table 4.2 Profiles of Preraks of CEC^s and NCEC^s (Gujarat)

	Gujarat							
	Ahmedabad				Danga			
	NCEC-R 1997	CEC-R 1997	NCEC-U 1997	CEC-U 1997	NCEC-R 2000	CEC-R 2000	NCEC-U 2000	CEC-U 2000
Year of Establishment								
Work on VT in TLC								
Yes								
No								
Sex								
Male	-	0	-	0	-	0	-	0
Female	0	-	0	-	0	-	0	-
Trained to Preraks centres								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-
Age Group								
15 to 25	-	-	-	-	-	-	0	-
26 to 35	-	0	-	0	0	0	-	0
39 to 45	0	-	-	-	-	-	-	-
46 to above	-	-	0	-	-	-	-	-
Qualification								
10th	-	-	-	-	-	-	-	-
12th	-	-	-	-	-	-	-	-
Graduated & above	0	-	-	-	-	0	-	0
Social group								
SC								
ST	-	-	-	0	-	-	-	-
OBC	-	-	-	-	0	0	0	0
Muslim	-	-	-	-	-	-	-	-
General	-	-	-	-	-	-	-	-
Others	0	0	0	-	-	-	-	-
Period of Experience								
1 to 3	0	-	0	0	-	-	0	-
4 to 6	-	0	-	-	0	0	-	0
Do you get the honorarium in time								
Yes	-	-	0	-	-	-	-	-
No	0	0	-	0	0	0	0	0
Time spend in CE. centre								
1 to 5	0	0	0	0	0	0	0	0
Full time	-	-	-	-	-	-	-	-

4.3.2 Dang

Three of the four CEC^s were started in 1999 and the fourth in 2000. Two preraks each, at these CEC^s, are female and male. All the preraks are young, unlike in the Ahmedabad CEC^s preraks; if they were about 25 years old. Both female preraks are graduates and both male preraks have studied upto XIIth standard. In both CEC^s (rural) and both NCEC^s (rural) the preraks belonged to scheduled tribes. They have experience in running the centers for three to four years. All of them have devoted 3 to 4 hours for centre's work. None of the preraks has received the honorarium regularly. (Table 4.2)

Tables 4.3 Preraks functioning and their perceptions (Gujarat)

	Andhra Pradesh							
	Karim Nagar				Guntur			
	NCEC-R 1997	CEC-R 1997	NCEC-U 1997	CEC-U 1997	NCEC-R 2000	CEC-R 2000	NCEC-U 2000	CEC-U 2000
Year of Establishment								
Work on VT in TLC								
Yes								
No								
Sex								
Male	0	-	0	0	0	0	-	-
Female	-	0	-	-	-	-	0	0
Trained to Preraks centres								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-
Age Group								
15 to 25	-	-	0	0	-	-	-	-
26 to 35	0	0	-	-	0	0	0	0
39 to 45	-	-	-	-	-	-	-	-
46 to above	-	-	-	-	-	-	-	-
Qualification								
10th	-	0	-	-	-	-	-	-
12th	-	-	-	0	-	-	-	-
Graduated & above	0	-	0	-	0	0	0	0
Social group								
SC	-	0	-	-	0	0	0	-
ST	-	-	-	-	-	-	-	-
OBC	0	-	-	0	-	-	-	0
Muslim	-	-	-	-	-	-	-	-
General	-	-	0	-	-	-	-	-
Others	-	-	-	-	-	-	-	-
Period of Experience								
1 to 3	0	0	0	0	0	-	0	0
4 to 6	-	-	-	-	-	0	-	-
Do you get the honorarium in time								
Yes	-	-	-	-	0	-	-	-
No	0	0	0	0	-	0	0	0
Time spend in CE. centre								
1 to 5	0	0	0	0	0	0	0	0
Full time	-	-	-	-	-	-	-	-

4.4 Preraks Functions and Perceptions

4.4.1 Ahemdabad

Preraks' own difficulties related to their honoraria and availability of TLM. All the four preraks said required quantity of TLM^s were not provided to them. Nor were, they said, learners keen on CE. They have visited centres irregularly but are reluctant learners. Learners' indifference has resulted from non availability of study material. Although, the existing teaching materials are got up attractively. All the four preraks have organized lectures for the villagers' benefit. Doctors were invited to tell them about health care and hygiene; officers from agriculture department were invited to tell them about modern methods of farming; knowledgeable persons spoke to them on basic rights. And so on. At the same time, information on these topics and governments' development programmes has also been disseminated. As regards women-specific development programmes only one prerak was unable so far to act (CEC-rural, Daskaroi block). The other three preraks have helped in arranging for their vocational training. One of them (CEC-urban, Ahemdabad city) has helped

women further by helping them to form SHG^s. Lastly, it was surprising to find that no prerak, including urban centre prerak has, so far, worked toward involvement of NGO^s who may contribute resources for CEC activities. (Table 4.3) Preraks performance has been ‘just satisfactory’.

4.4.2 Dang

Primarily a tribal-populated district, it has touched CE programmes has touched this district barely. None of the centres visited at was functional. Non payment of honoraria and non availability of text books were cited as very ‘serious’ reasons. For these very two reasons learners have kept away from attending class. Only one centre (NCEC-rural in Bagai block) reported that adequate number of text books were available to teach the neoliterates. However, the preraks were active in organizing ‘public’ lectures for the learners. At all the four centres learners were addressed by doctors, social activists, agricultural experts. Supplementing this, preraks disseminated information at the centres on health, rural development, employment prospects. However, only two centres did this (NCEC-rural in Bagai block and CEC-rural in Ahwa block). Women centred programmes were not launched either except at one centre (CEC-rural in Ahwa block). Collaborative activities with NGO^s were not reported by any centre. (Table 4.3). Considering the constraints, preraks in CEC and NCEC here have performed satisfactorily.

4.5 Beneficiaries profile (Tables 4.4)

In Gujarat CE centres the beneficiaries (the learners) have been continuingly learning equivalent curricula. Only six out of the 42 interviewed beneficiaries were neoliterates. Eighty percent of the learners were in the age group 26-35 years, followed 31 percent (13 out of 42) beneficiaries who were in the age group 15-25 years. Fifty percent of the beneficiaries



Beneficiaries in discussion with project team CEC rural, Ahmedabad

belonged to scheduled tribes; rest of the them were either SC^s (ten out of 42) or general caste (8 out of 42). One beneficiary was muslim. Sex ratio of the beneficiaries favoured females (31 F: 11 M). Female learners were mostly housewives; others including male learners were agricultural labourers or wagemworkers. Beneficiaries were exposed to print as well as electronic media. For example, 14 beneficiaries said they 'always' listened to radio; another 12 said they 'sometimes' listened to radio; the rest listened either 'rarely' or 'never'. The same beneficiaries also said they watched TV. For example, 16 (of the 42), beneficiaries said that they watched it 'always'; another 13 beneficiaries watched it 'sometimes'. Only three beneficiaries 'never' watched TV. Newspaper reading is not popular. Fifty percent (21 of the 42) beneficiaries 'never' read a newspaper. The beneficiaries having become literate, were not yet fully self-confident to participate in panchayat raj institution. For example, except one beneficiary, no one reported that he/she attended panchayat meeting 'always'; 17 of them reported they attended 'sometimes'; thirteen of them had 'never' attended the meetings. The beneficiaries never met officials. Nearly 84 percent beneficiaries said so.

Table 4.4 : Beneficiaries' Profile: Gujarat

Charasteris		Ahmedabad District (21)				Dang District (n=21)			
		CEC		NCEC		CEC		NCEC	
		Rural	urba n	rural	urba n	rural	urba n	rural	urba n
Literacy Status	mopped	10	7			9	-	10	-
	Neoliterate		4			1	-	1	-
Age group	15-25		7			4	-	2	-
	26-35	5	4			4	-	8	-
	> 35	5				2	-	1	-
Social group	SC	5	5			-	-	-	-
	ST	1	1			10	-	9	-
	OBC	3	5			-	-	-	-
	General	1				-	-	-	-
	Muslim					-	-	1	-
Sex	male	2	1			5		3	
	female	8	10			5		8	
Employment status	wage	3	2			5	-	4	
	employment								
	salaried	-	-			-		-	
	agricultural	1	-			2		2	
	labourer								
unemployed	housewife	5	8			3		5	
		1	1			-		-	
Listen radio	always	2	1			6		5	
	some	5	4			1		2	
	rare	2	3			2		2	
	never	1	3			1		2	

Table 4.4: continued...

Watch TV times	always	5	3			4		4	
	some	4	4			3		2	
	rare	1	3			3		3	
	never	-	1			-		2	
Read newspaper times	always	1	1			-		1	
	some	3	1			5		2	
	rare	2	2			-		3	
	never	4	7			5		5	
Attend gram panchayat meetings times	always	-	-			1		-	
	some	3	1			7		6	
	rare	5	3			1		2	
	never	2	7			1		3	
Meet Government officials times	always	-	-			-		-	
	some	2	1			2		-	
	rare	1	3			1		-	
	never	7	7			7		11	

4.6 Beneficial response (Table 4.5)

Beneficiaries responses related to their awareness of and impact of the awareness of the CE programmes. Additionally, beneficiaries' opportunity to learn vocational skills were brought out from their responses. All the 42 interviewed beneficiaries were aware of CE programmes. Among the programmes, EP was known to all; 24 respondents were aware of QLIP; 8 respondents were aware of IGP. Only two beneficiaries had heard of IIPP. The EP and QLIP in particular seemed to have impacted. For instance, 29 of the 42 beneficiaries reported that they had learnt about legal age at marriage; 25 beneficiaries perceptions came to know of HIV/AIDS. Nearly 84 percent of beneficiaries had got their children immunized. Information on other possible influences appears in Table 4.5.

Beneficiaries said that they had benefitted by way of vocational skills. But only seven of the 42 interviewed beneficiaries said they received training in vocational skills. We asked them to tell about how and where they acquired the skills (Table 4.5).

Table 4.5: Beneficiaries responses in the sample CEC and NCEC / Gujarat

Characteristics	Ahmedabad District (N=21)				Dang District (N=21)			
	CEC		NCEC		CEC		NCEC	
	rural	urban	Rural	urban	rural	urban	rural	urban
1.Are you told about CE programme/s								
▪ Yes	10	11			21	-		
▪ No	-	-			-	-		
2. If yes, which one/s								
▪ EP	10	11			21	-		
▪ IIPP	1	1			-	-		
▪ QLIP	7	11			6	-		
▪ IGP	5	3			-	-		

Table 4.5: Continued...

3. Has EP influenced you							
▪ Yes	10	6		19	-		
▪ No	2	3		2	-		
4. If yes, in what respect /s							
4a Awareness on							
▪ Legal age at marriage	6	5		18	-		
▪ Risks of HIV/AIDS in unprotected sex	9	4		12	-		
▪ Serving more and more fluid to diarrhoea patient	4	3		12	-		
▪ Immunization of all under - 5 children	8	7		16	-		
4b. Economic							
▪ Earnings have increased	-	2		-	-		
▪ Savings habit is formed	-	-		-	-		
4c. Self - related							
▪ Self confidence increased	9	5		-	-		
▪ Participated in village events and activities	3	1		6	-		
▪ Interacted with Government officials	2	4		4	-		
▪ Started reading newspaper	6	4		1	-		
5. Did you receive training in any vocation							
▪ Yes	2	5		-	-		
▪ No	8	6		21	-		
6. If yes,							
▪ At your CEC/NCEC	1	2					
▪ Elsewhere, with prerak's help	1	3					
7. Who selected the vocation for you							
▪ My self	1	4					
▪ Prerak	1	1					
▪ Both of us	-						
8. Was it right choice							
▪ Yes	2	5					
▪ No	-	-					
9. If yes, was training duration adequate							
▪ Yes	2	5					
▪ No	-	-					
9a. If no, should it have been							
▪ One week more							
▪ Two weeks more							
10. Was training content satisfactory							
▪ Yes	1	5					
▪ No	1	-					
10a. If no, did you talk about it to your prerak							
▪ Yes							
▪ No	-	-					
11. Did you attend training regularly							
▪ Yes	1	4					
▪ No	1	1					

Table 4.5: Continued...

11a. If no								
▪ Lack of time	1	1						
▪ Distance Factor	-	-						
▪ Vocation was not my choice	-	-						
▪ There was additional personal expenditure involved	-	-						
12. As the training increased your employment prospects								
▪ Yes	2	4						
▪ No	-	1						

4.7 Cobweb and Field Force grading of the CE programmes

4.7.1 Preceding two sections described factors that possibly were shaping the structures and performance of CEC^s\NCEC^s and the CE programmes. The perceptions of both preraks and beneficiaries were analysed. In this section, attempt is made to scale the perceptions, with the aid of Cobweb and Force Field.

Cobwebs provide visual description of performance gap in a development programme. Performance gap is, the distance between expected outcomes from the programme and the actual outcomes from the programmes; larger the distance, wider is the gap and vice versa. Field force diagrams provide visual description of the causes that explain the performance gap. Causes which keep the gap narrow it out are called ‘push’ factors. In reverse case, causes which widen the gap or keep the gap wide are called ‘pull’ factors. The two diagrams whose standard shapes are shown below were used in the present study. We employed them for assessing both Preraks’ perceptions and beneficiaries’ perceptions. Their perceptions on the levels of the gap and levels of the push and pull factors are tabulated below.

4.7.2 Rating by the beneficiaries (Table 4.6).

A large proportion of them (n=42) rated EP (38 beneficiaries) and IIPP (31 beneficiaries). QLIP and IGP are not yet popular. For EP, twelve beneficiaries said that its performance distance was significant but twenty beneficiaries thought the distant was notably significant. Five beneficiaries said that the expectations from the programme were not at all fulfilled. As against this, IIPP received, a relatively, some positive disposition. Two beneficiaries said, distance between expectation and performance was negligible; five beneficiaries’ perceived it to be insignificant. However it was true that number of beneficiaries saying that the distance was significant was larger, viz. fifteen and another nine saw the distance as notably

significant. Fewer beneficiaries had participated in QLIP but all of them had found it far away from expectations; only four participated in IGP and they found its performance belying expectations. (Table 4.6)

4.7.3 Rating by the preraks (Table 4.6)

Pattern of preraks' rating was nearly similar but more pronounced. One prerak each was of the view that expectations of the EP, QLIP, IGP were not realizable. Two preraks said EP so far had fallen short of expectations. (see Table 4.6)

4.7.4 Preraks' rating of stimulators and inhibitors of CE programmes (Table 4.7)

Preraks were consistent in their perceptions of stimulators and inhibitors of the four programmes. For instance, four out of the eight preraks said stimulators worked mildly or somewhat mildly for EP. However three preraks thought stimulator factors worked strongly for QLIP.

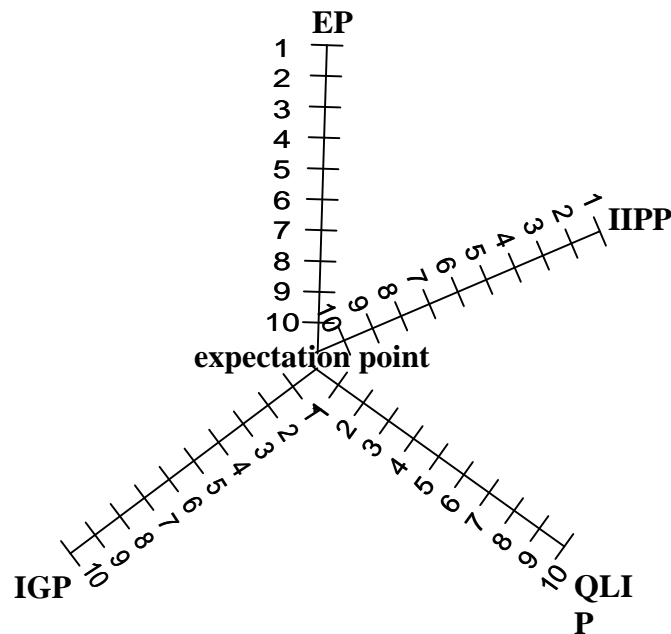
Pull (inhibitors) factors appeared stronger. In the case of IIPP three, two and one preraks respectively, perceived somewhat strong, strong and very strong inhibitors of this programme. For QLIP too, three preraks felt that inhibitors had worked somewhat strongly (Table 4.3.7)

Cobweb

Beneficiaries and Prerak's Perception on the gap between expectation and performance of the four CE programmes
[on a 10 – point scale]

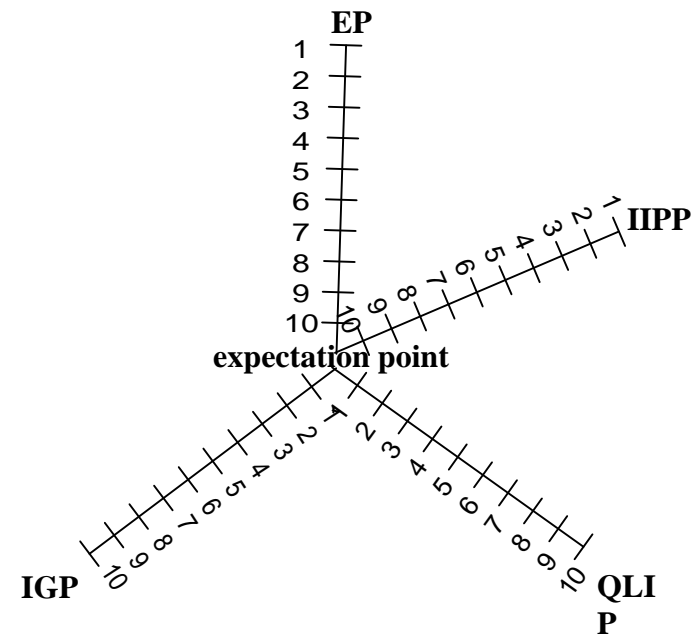
Gujarat

I: Beneficiaries (Number of Respondents Beneficiaries = 40)



Figures in circles are, number of beneficiaries perceiving this distance

II: Preraks (Number of Respondent Preraks =



Figures in circles are, number of beneficiaries perceiving this distance

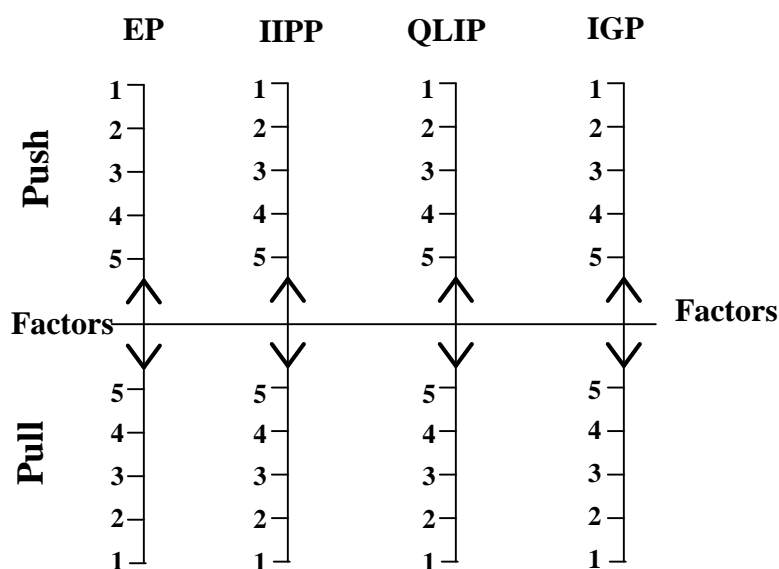
EP : Equivalency Programme
IIPP: Individual Interest Promotion Programme
QLIP: Quality of Life Improvement Programme
IGP: Income Generating Programme

Tables 4.6 (Qualitative) rating on Cobweb by beneficiaries and Preraks, of the CE programmes. Gujarat

Scaling of the performance gap (From low to high)	Number of <u>Beneficiaries</u> responding (n=16)				Number of <u>Preraks</u> responding (n=8)			
	EP	IIPP	QLIP	IGP	EP	IIPP	QLIP	IGP
distance negligible	-	2	-	-	-	-	-	-
distance insignificant	1	5	-	-	-	-	-	-
distance significant } distance quite significant	12	15	9	-	4	2	1	-
	20	9	7	2	1	4	5	-
distance notably significant } distance notably significant	5	-	3	2	2	-	1	-
	-	-	-	-	1	2	1	1
expectations not fulfilled	-	2	-	-	-	-	-	-
expectations not realizable	1	5	-	-	-	-	-	-

Force Field

(no of preraks interviewed =)



EP : Equivalency Programme
 IIPP: Individual Interest Promotion Programme
 QLIP: Quality of Life Improvement Programme
 IGP: Income Generating Programme

1 = somewhat mild
 2 = mild
 3 = somewhat strong
 4 = strong
 5 = very strong

Table 4.7 (Qualitative) rating on Force Field by Preraks, of the CE programme. Gujarat

Push factors: Stimulators (From low to High)	Number of Preraks responding (n=8)			
	EP	IIPP	QLIP	IGP
Somewhat mild	2	-	-	-
Mild	2	2	-	-
Somewhat	1	1	3	-
Strong	-	-	-	-
Very strong	-	-	-	-
Pull factors: Inhibitors (from low to high)				
Somewhat mild	-	-	-	-
Mild	3	-	1	1
Somewhat strong	-	3	3	-
Strong	-	2	-	-
Very strong	-	1	-	-

Chapter 5

CEC^s AND NCEC^s IN KERALA

5.1 Interface

5.1.1 Idukki

The 1.13 million population (Census – 2001) with density of 252/ sqkm (Census – 2001), is distributed across the district in four talukas comprising 65 village, 51 panchayats, one municipality, one township. To date, the district has 21 NCEC^s and 179 CEC^s on the ground. There are two model NCEC^s also. It is to be seen to believe that the Idukki ZSS has implemented CE scheme in its entirety. All the four programmes have been implemented. Vocational training in market-dictated skills has taken place on regular basis. The ZSS has created 181 balvadis'; 24620 beneficiaries have benefited from QLIP; 11540 beneficiaries have benefited from IIP; 1410 SHG^s have been formed including neighbourhood family circles*, under EP; equivalency classes are being conducted even for VII and Xth standards; a mobile library in every CEC is created and managed by Prerak herself. For all practical purposes, CEC^s and NCEC^s are serving as Government Information Centres, to connect people to governments'programmes, activities, benefits, jobs.

It is difficult to record the discussions we had with functionaries and official of CEC^s, because nearly every government official and nearly all village level opinion leaders, were actively participating in CE activities. It is remarkable that not one official complained about the amount of the grant or the untimely release of the grant. All the time they have mobilized local resources including finances. There is tremendous mutual trust and cooperation. Here is a district where politicians have not 'eyed' the funds received by ZSS for CE activities. Extent and intensity of participation of women is to be seen to be believed. Even in coordinating the diverse activities ZSS has received spontaneous cooperation. It was community as a whole, government agencies and ZSS all in one, have implemented all facets of CE in letter and spirit. It seems CE scheme implementers here understand the philosophy, goal and function in their entirety as in no other state.

In our interface we got to know what the ZSS, panchayats, rural development agencies were doing rather than receiving a list of their grievances. It really surprises that non regular payment to Preraks is not refrained here while in states, that was the main frain. *All this has been possible because, as we understand it, convergence efforts yielded positive results.*

5.1.2 Kollam

Just the same story runs through CE scheme in Kollam district earlier known as quillion. This district has implemented the programmes as enthusiastically and uninterruptedly. Its population (Census 2001) is nearly 3.0 million but population density is very very high (750 person/sqkm). CE scheme started in this district in October 1998. To date Kollam has 2 model NCEC^s, 34 NCEC^s and 284 CEC^s already on the ground. Nearly 90 percent of CE centers are housed in their own buildings. Almost all CEC^s have received TLM^s. CEC^s have received collaborative assistance from a number of government agencies, specially JSS, SRC^s, DIET, SC/ST department, Industries Department, Agriculture Department. These agencies have become converging units of CE development. It is noteworthy that all CEC^s/NCEC^s have imparted development-oriented knowledge. E.g.

Environment Literacy	= awareness and protection of environment
S and T Literacy	= latest information on technological and scientific development
Cultural Literacy	= revival of folk cultures
Water Literacy	= awareness of best practices to conserve water
Energy Literacy	= awareness of best practices to use energy efficiently

In both districts, opinion leaders were highly motivated and knowledgeable persons. The chairman of the urban NCEC Karikodu, Block Thodupuzha particularly appeared an enlightened person.

All the opinion leaders are aware about the CEC/NCEC located in their villages/towns. They all are convinced that CE programmes and convergence of resources have benefited individuals and communities both. In their perception the CEC/NCEC have been involved mainly in the four innovative programmes. But only one NCEC was is effect implementing them all. One opinion leaders did not know. Six out of the eight opinion leaders who were interviewed, said that their participations consisted mainly in motivating villagers to join EP and derive benefit from QLIP, IIP and IGP. Two opinion leaders said their involvement was mainly to attend meetings as the chairman. Opinion leaders kept a watch on whether or not atleast one meeting a month is held. They also informed that they had not found supply of books, but TLM^s and sports items adequate. They suggested that funds due to CEC^s/NCEC^s be released in time to enable them to procure materials. One opinion leader (NCEC Mayanad, Kollam Block) suggested that monitoring should be conducted more frequently. In our perception opinion leaders in Kerala CEC^s/NCEC^s have acted as agent of change.

5.2 CEC^s and NCEC^s Profile

5.2.1 Idukki

Viamatt CEC Rural, Elumdasam Block



Display of information and social awareness literature in a CEC urban, Idukki

Started 1998 to serve a population of 20,000 this CEC^s has so far mopped up 150 learners and enrolled 250 learners. The remaining 100 (250-150) were CE learners. Attendance of the learners has been just satisfactory. Average daily attendance has varied around 37-38. The center is located centrally and has its own one room building. We

found the center clean and tidy. The room is well ventilated and has a pucca roof. A toilet is attached to the room and it is clean. There is a handpump for drinking water supply. The library looked attractive. Books are stacked neatly on the shelves. Here is a CEC where books are borrowed by learners. This was not the case in AP or in Gujarat CEC^s and NCEC^s. A comprehensive information chart displaying particularly employment opportunities hangs on the wall. Newspaper in Malayalam language is kept on the shelf. The Prerak is not only experienced person. He is knowledgeable and communicative. At present Asstt. Prerak is not appointed. He did not complain about his honorarium, nor about the irregular payment. Wide ranging activities under the innovative programmes have been implemented. On the whole, the centre may be described as 'actively functioning centre'.

Kudayathoor NCEC Urban, Thodopurzha Block

This NCEC was started in 1998 to serve a population of 15'000 persons. It is surprising that an NCEC is serving a smaller population and CEC a larger population (20'000). So far it has mopped up 35 to 40 learners. The roll strength of learners is 78 having a more or less even sex ratio (42 M: 36 F). Average attendance is poor, but we were informed, more of females attend EP classes. The attendance register is in active use. This NCEC is housed in a three-room building. The building is maintained in very good condition. The library is maintained in

a professional manner. Books are catalogued, a system of lending along with rules of borrowing has been adopted. However, learners are yet to borrow a book. Newspapers in Malayalam language are kept on library table. The walls are decorated with rural paintings and knowledge-related slogans. Books are kept in glass-covered shelves. Toilet and drinking water facilities are available at the center. All the required TLM^s were available when we visited the center. There is a sports club managed by the Prerak. The Prerak, a highly knowledgeable and proactive person of the village is actively involved in CEC learner participation. That is where innovative programmes got off the ground. It is incredible in normal situation to imagine the vast array of activities and the degree of convergence that have been reported by the center. Villagers spoke to us in appreciative terms about the help rendered by CEC, particularly in vocational training and then helping the beneficiaries in securing jobs. On the whole a 'nearly ideal' NCEC this one is.

Kudayathoor CEC Urban, Thoddupuzha Block

This CEC also was started in 1998 to serve a population of 16'000 person. So far it has mobilized 160 learners for literacy programme. Of them, 160 were mopped up and 100 CE learners. However, even while an active register of attendance was there average daily attendance for either group of learners was very very low. Just about 25 enrolled learners on an average were attending classes regularly. The center has two rooms with toilet and drinking water (hand pump) facilities. The library, a central requirement of an ideal CEC, is maintained and operated from a separate room. Books are kept on shelves and also * in a professional manner. Books are consulted by learners. Learners visit library more for job-related information than for recreation or for reading newspaper. The Prerak has maintained rapport with ZSS, beneficiaries, panchayat pradhan, government departments, SRC^s all this with a view to coverage resources and implement the innovative programmes. Learners maintain the dignity of the purpose for which the center exists. The level of general awareness has improved since the creation of this center. Women learners invariably combine domestic work with income generating work. They work both at home and at the center. The center has offered recreational programmes to people who have enjoyed the same. By all standards this is an 'A grade' center, one among the model centers.

Abkode NCEC Rural, Elemdasam Block

This rural NCEC, started 1998 to serve a population of 12'000, has been very popular among the villagers. Every villager is aware of it. Women have utilized its services and resources and improved their standard of living. Abkode NCEC has reached every villager and claims to have enrolled nearly all the learners. Out of the 260 enrolled learners mopped up and CE learners ratio was, 165:95. but surprisingly daily attendance rate has been very very low. The active attendance register showed that on average only 10 learners have attended daily classes. The infrastructure of the center meets the guidelines of NLM. An independent one-room house with toilet facility, tapped drinking water facility, even water storage facility and all these maintained in good condition. There is a fully working library: The information chart is consulted by beneficiaries, learners read newspapers and have borrowed books. Books are kept on shelves and dusted daily. The Prerak is highly active. He has mobilized villagers, coordinated with ZSS and converged, as much as he can, the resources. With these, all the four programmes have been implemented. Beneficiaries told these have positively impacted their life style, widened their awareness level, improved earning skills. There is complete rapport between them and the Prerak. Assistant Prerak's not appointed yet. To that extent the work load on Prerak is heavy. But he has not complained. On the whole, this NCEC deserves 'A grade'.

5.2.2 Kollam

Mayyanad CEC Urban, Kollam Block

Located in ward 18 and serving a population of 1848, this CEC was started in 1999. The center has enrolled 206 learners for the CE programme. Of these, only 50 learners were mopped up learners and 156 are CE learners. These learners have received EP training upto VII standard. It was surprising to find it that on the attendance register on average, only 28 learners have attended classes regularly. This CEC is *housed in four room house* and the building is maintained in tidy condition. But toilet facility is not available. Tapped drinking water is available to learners; there is a hand pump and a well too. Library is very well maintained. We found books, kept neatly on shelves. Information chart was lying on library table. Learners can borrow books and seek information about government's development programmes. The Prerak, a highly educated person, has maintained TLM^s. He supervises recreational activities. He supplies sports items to those willing to play. There was a volley ball, football, badminton racquets. Prerak has organized several vocational training sessions. For several vocations the CEC has stored materials, such as embroidery paper, agarbatti making ingredients. The center is very popular and villagers love to visit it. The Prerak too is popular and is known for his helpful disposition. On the whole, this center is rated 'A grade' CEC.

Kareepra CEC Rural, Kottarakkara Block

Opened 1999, it is serving 26717 persons. The center, so far, mopped up 85. The centre enrolled 260 learners. Their sex ratio favoured female (100 M: 160 F). Out of the 260 learners 120 were CE learners that is they were receiving EP literacy lessons. However, average daily attendance was very low. Low attendance is a common feature of CEC^s across the country. The infrastructure of this CEC meets the NLM norms. It has two rooms with well-maintained, hygienically clean toilet facility, drinking water facility (a hand pump). There is a library which opens daily. Books in local language have been acquired on general knowledge. There is a shelf on which the books are kept and dusted daily. Learners have sought and received information on government programme and employment opportunities. They can also borrow books. The Prerak is educated and initiates activities under the innovative programme. Female youth have benefited from vocational training. They have set up their own enterprises (small scale). The centre has acquired equipment took vocations for which there is demand in the village. Overall, this centre may be considered 'A grade'.

Nadnvattor NCEC Rural, Kottarakkara Block

This centre was started in December of 1999. Very few learners have been mopped up from the backlog of PLP. So far 310 learners are enrolled out of which 175 are CE learners. Infrastructure of the centre is created according to the NLM norm.

The centre is a two room building which is maintained very well. The whole place looked attractive and beneficiary friendly. Drinking water and toilet facilities are maintained well. There is a Prerak; Asstt. Prerak is not appointed yet. The Prerak looks after the library including arrangement of books on the shelf, borrowing and lending work, displaying information on government programmes. He has coordinated with health department ZSS, SRC^s to converge resources and implement QLIP, IIIP, IGP activities. On the whole, this NCEC scores "well above average".

Chekkottukonam NCEC Urban, Kollam Block

This NCEC started functioning in 1998 and has so far mopped up 65 learners. Average daily attendance of learners is satisfactory. There are 40 CE learners receiving education under EP between III and VII standard. There is a library but no books were seen. There was only an information chart and a local language newspaper. Toilet facility is not available; only a hand pump is the source of drinking water. The Prerak is competent book has, so far, not initiated different activities. He informs that government funds are lacking here. The centre does not open daily. On the whole, this NCEC is "less than average".

5.3 Preraks' Profiles

5.3.1 Kollam

One CEC (R) and one NCEC (R) were started in 1998 and one dCEC(U) and one NCEC (U) were started in 1999. In three out of the four centers, preraks are males. NCEC preraks are younger (age group 25-35 years) than the CEC Preraks (36-45 years age group). Prerak of one NCEC (R) and CEC (U) are educated upto 12th standard. Prerak of NCEC (R) belongs to OBC group while all the other three preraks belong to general category. Prerak of one centre namely NCEC (U) has 4 to 6 years experience; the other preraks reported they have 1 to 3 years experience. One prerak namely the prerak of CEC (U) reported he has got the honorarium in time. Unlike in other states, all the preraks devote full time to centre's work (Table 5.1).



A highly educated prerak at CEC rural, Kollam

5.3.2 Idukki

All the centers selected for an study were set up in 1998. Preraks of NCEC (U) and CEC (U) are males while those of NCEC (R) and a CEC (R) are females. However, both the male and the female preraks were young and are in the same age group namely, 26-35 years age group. Only one Prerak, namely of CEC (R) is XIIth standard pass while all the other three are graduates. Each one of the four preraks belonged to separate social groups. Prerak of NCEC (R) is a muslim, those of CEC (R) and CEC (U) are Christians, that of NCEC (U) belongs to general social group. Preraks of this urban CEC and NCEC are more experienced 4 to 6 years – than of rural CEC and NCEC 1 to 3 years (Table 5.1).

All preraks said they have got their honorarium in time. All preraks said they have devoted full time to centre's work.

5.4 Preraks Function and Perception

5.4.1 Kollam

All preraks have to their credit helping forming SHG of women which have proved useful to them. Kollam CEC^s are high performing centres. Two preraks said they were not facing any difficulty in running their centres (CEC-rural Kottarakkrara block and NCEC-urban in Kollam block). In the other two centres, Preraks said, delays in honorarium payment were putting an obstacle, but only in a small way. Learners at all the four centres were reportedly attending class regularly. Reading materials were, however, not adequate at three centres. Only one centre (CEC-rural Kottarakkrara block) had adequate reading material. Preraks have in recent past organized lectures by doctors, knowledgeable persons, activists, official from government's development agencies. Information on government's programmes has been disseminated at one centre only (NCEC-rural in Kottarakkrara block). But preraks are aware about all the innovative programmes. All preraks reported that they have mobilized NGO participation, especially in health campaigns and vocational training activities. (Table 5.2). Performance grade was 'high'.

5.4.2 Preraks in Idukki centres were an equally enthusiastic and committed group. Though they have a mild grievance that they had not been receiving their honoraria regularly, still this did not deter them in carrying out their work. For instance, all of them said they were keeping vigil on learners attendance. This is saying a lot because this is not the case in other states where non-payment of honoraria equally persisted and Preraks have taken interest. The attendance was high despite the fact that no prerak had received adequate number of TLM^s for learners. Preraks are even of the view that CE is a sustainable programme. All the preraks organized interface between learners and knowledgeable persons of the village and from NGO^s and government. Like in Kollam, preraks have felt that lectures by doctors, activists government functionaries have motivated the learners. It even helped in getting jobs and opportunity for higher-level training. The role of NGO was particularly highlighted. Preraks have put in incessant effort to converge resources. The number of activities performed following convergence made an impression list. The brochure and discussion on it with ZSS functionaries revealed that nearly every proposal of villagers helping their economic prospects was implemented through activities under convergence Table 5.2. By over assessment, CEC^s and NCEC^s studied by us deserve 'A grade'.

5.5 Beneficiaries Profile (Table 5.3)



A child performing dance in a cultural programme at a GEC urban, Idukki

Of the 16 interviewed beneficiaries, half each were mopped learners and neoliterates. Three of them were very young (15-25 years.); another six each were young (26-35 years.) and past youth viz. >35 years. Caste composition was loaded in favour general caste category viz. 7 of the 16 beneficiaries, followed by five OBC beneficiaries. Sex ratio of the beneficiaries was more or less even (9 M: 7F). Their employment status was not satisfactory. Four of them were unemployed youths and three (female) beneficiaries were housewives. The learner beneficiaries were exposed to all media viz. print and electronic. While only three learners listened 'always' to radio another

eleven learners said they watched TV 'always'. All learners, except one, were used to reading newspaper 'always'. A few (5 of the 16) beneficiaries were using their literacy status to participate in panchayat meetings. Also, 9 beneficiaries had interacted with government officials.

5.6 Beneficiaries responses (Table 5.4)

Saying the known fact, all beneficiaries of the Kerala state were aware of CE programme. Since two of the four CE programmes namely EP and QLIP have been implemented fully it was not surprising that all the beneficiaries informed their awareness of only these two

programmes. For all beneficiaries, EP has proved useful. It created in them an awareness of the legal age at marriage, all of them came to know that diarrhea patients require ample water or fluid substance; they all learnt elementary things about HIV/AIDS. Beneficiaries reported that their earnings increased after acquiring vocational skills at CEC^s/NCEC^s. Twelve of the interviewed 16 beneficiaries said they received training in different vocations at their CEC^s/NCEC^s. Both duration and courses of the training were adequate. Also, the learners never missed either teaching or practical classes. All in all, the 12 beneficiaries have found vocations economically beneficial.

Table 5.3: Beneficiaries' Profile: Kerala

Charasteris		Kollam District (8)				Idukki District (n=8)			
		CEC		NCEC		CEC		NCEC	
		Rural	urba n	rural	urba n	rural	urba n	rural	urba n
Literacy Status	mopped up	1	1	3	-	1	1	1	-
	neoliterate	1	1	1	-	1	1	1	2
Age group	15-25	1	-	1	-	-	1	-	-
	26-35	-	2	1	-	2	-	-	1
	> 35	1	-	2	-	-	1	2	1
Social group	SC	1	-	-	-	-	-	-	1
	ST	-	-	-	-	-	-	-	1
	OBC	-	1	2	-	-	1	1	-
	General	1	1	2	-	1	1	1	-
	Musli-m-	-	-	-	-	1	-	-	-
Sex	male	1	1	2	-	2	1	1	1
	female	1	1	2	-	-	1	1	1
Employment status	wage employment	-	-	-	-	1	-	-	1
	salaried employment	-	-	1	-	1	1	1	1
	agricultural labourer	1	-	1	-	-	-	-	-
	housewife	-	1	1	-	-	-	1	-
	Unemployed	1	1	1	-	-	1	-	-
Listen radio	always	-	2	1	-	-	1	-	-
	some times	-	-	1	-	-	-	1	1
	rare	1	-	1	-	1	1	1	1
	never	1	-	1	-	1	-	-	-
Watch TV	always	1	2	4	-	1	-	2	1
	some times	-	-	-	-	1	1	-	-
	rare	-	-	-	-	-	-	-	-
	never	1	-	-	-	-	1	-	1
Read newspaper	always	2	2	3	-	2	2	2	2
	some times	-	-	1	-	-	-	-	-
	rare	-	-	-	-	-	-	-	-
	never	-	-	-	-	-	-	-	-
Attend gram panchayat meetings	always	1	-	4	-	-	-	-	-
	some times	-	-	-	-	-	-	-	-
	rare	-	-	-	-	-	-	-	-
	never	1	-	-	-	2	2	2	2
Meet Government officials	always	1	-	2	-	-	-	1	-
	some times	-	2	1	-	2	1	1	2
	rare	-	-	1	-	-	-	-	-
	never	1	-	-	-	-	1	-	-

Table 5.4: Beneficiaries responses in the sample CEC^s and NCEC^s (Kerala)

Characteristics	Kollam District				Idukki District			
	CEC		NCEC		CEC		NCEC	
	rural	urban	Rural	urban	rural	urban	rural	urban
1. Are you told about CE programme/s								
▪ Yes	6	2			4	4		
▪ No	-	-			-	-		
2. If yes, which one/s								
▪ EP	6	2			4	4		
▪ IIPP	1	2			1	-		
▪ QLIP	5	2			4	4		
▪ IGP	1	2			3	1		
3. Has EP influenced you								
▪ Yes	6	2			4	4		
▪ No	-	-			-	-		
4. If yes, in what respect /s								
4a Awareness on								
▪ Legal age at marriage	6	2			4	4		
▪ Risks of HIV/AIDS in unprotected sex	5	2			4	4		
▪ Serving more and more fluid to diarrhoea patient	5	2			4	4		
▪ Immunization of all under - 5 children	6	2			4	4		
4b. Economic								
▪ Earnings have increased	6	2			4	4		
▪ Savings habit is formed	-	-			-	-		
4c. Self - related								
▪ Self confidence increased	2	-			2	1		
▪ Participated in village events and activities	4	2			2	4		
▪ Interacted with Government officials	2	2			2	1		
▪ Started reading newspaper	2	2			2	4		
5. Did you receive training in any vocation								
▪ Yes	4	2			3	3		
▪ No	2	-			1	1		
6. If yes,								
▪ At your CEC/NCEC	4	2			3	3		
▪ Elsewhere, with prerak's help	-	-			-	-		
7. Who selected the vocation for you								
▪ My self	3	-			3	3		
▪ Prerak	1	2			-	-		
▪ Both of us	-	-			-	-		
8. Was it right choice								
▪ Yes	4	1			3	3		
▪ No	-	1			-	-		

Table 5.4: continued...

9. If yes, was training duration adequate								
▪ Yes		2			3	3		
▪ No					-	-		
9a. If no, should it have been								
▪ One week more	-	-			-	-		
▪ Two weeks more	-	-			-	-		
10. Was training content satisfactory								
▪ Yes	4	2			3	2		
▪ No	-	-			-	1		
10a. If no, did you talk about it to your prerak								
▪ Yes	-	-			-	1		
▪ No	-	-			-	-		
11. Did you attend training regularly								
▪ Yes	4	2			3	3		
▪ No	-	-			-	-		
11a. If no								
▪ Lack of time	-	-			-	-		
▪ Distance Factor	-	-			-	-		
▪ Vocation was not my choice	-	-			-	-		
▪ There was additional personal expenditure involved	-	-			-	-		
12. As the training increased your employment prospects								
▪ Yes	4	2			2	3		
▪ No	-	-			1	-		

5.7 Cobweb and Field Force grading of the CE Programmes

5.7.1 Preceding two sections described factors that possibly were shaping the structures and performance of CEC^s\NCEC^s and the CE programmes. The perceptions of both preraks and beneficiaries were analysed. In this section, attempt is made to scale the perceptions, with the aid of Cobweb and Force Field.

Cobwebs provide visual description of performance gap in a development programme. Performance gap is, the distance between expected outcomes from the programme and the actual outcomes from the programmes; larger the distance, wider is the gap and vice versa. Field force diagrams provide visual description of the causes that explain the performance gap. Causes which keep the gap narrow it out are called 'push' factors. In reverse case, causes which widen the gap or keep the gap wide are called 'pull' factors. The two diagrams

whose standard shapes are shown below were used in the present study. We employed them for assessing both Preraks' perceptions and beneficiaries' perceptions. Their perceptions on the levels of the gap and levels of the push and pull factors are tabulated below.

5.7.2 Rating by the beneficiaries (Table 5.5).

Beneficiaries in Kerala were positively disposed. The EP was seen as highly useful programme. Eleven of 16 interviewed beneficiaries said performance distance was negligible; just a single beneficiary said that the distance was notably significant. For IIPP three beneficiaries found the distance negligible and another five found it insignificant. On QLIP fewer beneficiaries saw significant distance between performance and expectation and three found it notably significant. For IGP, perceptions took a turn. Out of the five beneficiaries two found the distance negligible and one found it to be insignificant.

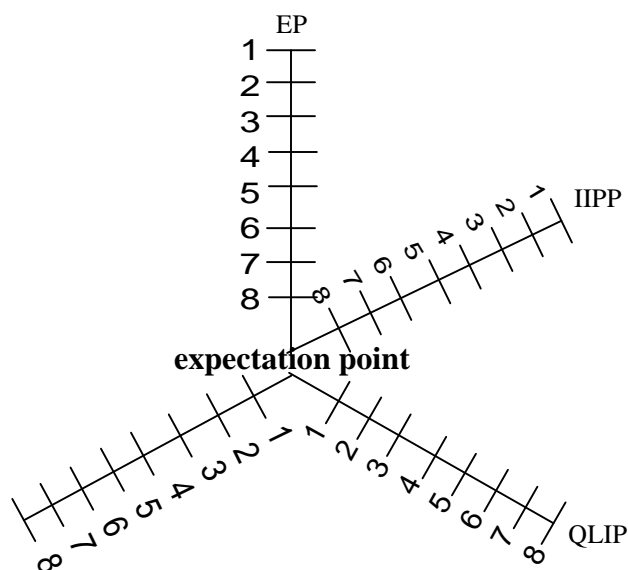
5.7.3 Rating by the preraks (Table 5.5).

Preraks ratings were similar. For EP they found its performance distance negligible or insignificant, as also for IIPP. But QLIP they found wanting in delivery of benefits, as also IGP.

5.7.4 Preraks' rating of stimulators and inhibitors of CE programmes (Table 5.6).

More preraks here, unlike in the other states, were of the opinion that stimulators were operative. Three preraks said 'somewhat strong' stimulators helped the progress of EP. Two preraks each rated stimulators of QLIP and IGP as 'strong' By contrast, inhibitors were not significant. Only two preraks had felt that only 'mild' inhibitors worked against EP and IIPP.

The Cobweb



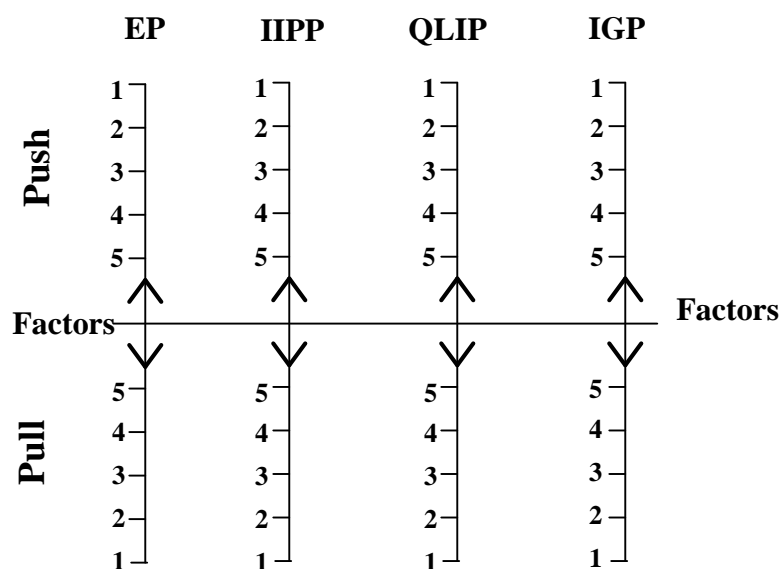
EP : Equivalency Programme
 IIPP: Individual Interest Promotion Programme
 QLIP: Quality of Life Improvement Programme
 IGP: Income Generating Programme

Table 3.6 (Qualitative) rating on Cobweb by beneficiaries and Preraks, of the CE programmes. *Andhra Pradesh*

Scaling of the performance gap (From low to high)	Number of <u>Beneficiaries</u> responding (n=16)				Number of <u>Preraks</u> responding (n=8)			
	EP	IIPP	QLIP	IGP	EP	IIPP	QLIP	IGP
distance negligible	-	-	-	-	-	-	-	-
distance insignificant	-	-	-	-	-	-	-	-
distance significant	-	1	-	-	-	-	-	-
distance quite significant								
distance notably significant	2	8	2	1	8	7	2	5
distance notably significant								
expectations not fulfilled	9	3	5	-	-	1	-	-
expectations not realizable	3	2	1	2	-	-	6	-

Force Field

(no. of respondents preraks interviewed =



EP : Equivalency Programme
 IIPP: Individual Interest Promotion Programme
 QLIP: Quality of Life Improvement Programme
 IGP: Income Generating Programme

1 = somewhat mild
 2 = mild
 3 = somewhat strong
 4 = strong
 5 = very strong

Table 5.6 (Qualitative) rating on Force Field by Preraks, of the CE programme. Kerala

Push factors: Stimulators (From low to High)	Number of Preraks responding (n=8)			
	EP	IIPP	QLIP	IGP
Somewhat mild	2	-	2	-
Mild	-	-	-	1
Somewhat	3	2	-	1
Strong	-	3	2	2
Very strong	-	-	1	-
Pull factors: Inhibitors (from low to high)				
Somewhat mild	2	2	-	1
Mild	-	-	-	1
Somewhat strong	-	-	1	-
Strong	-	-	1	-
Very strong	-	-	-	-

Chapter 6
CEC^s AND NCEC^s IN RAJASTHAN

6.1 Interface

6.1.1 Dungarpur

ZSS here has, as of today, received only one grant for CE programmes. It was discontinued because of audit objections at NLM. ZSS Dungarpur, according to NLM norms, cannot buy vehicles for TLC or PLC from CE fund. But it did purchase one for Rs. 3.8 million and also purchased a couple of computers. Both the vehicle and the computers were used for TLC.

Another event brought to our notice by the ZSS was that under the SSA it opened Mahatma Gandhi Library and Vachanalaya Kendra at CE centers. This was done, according to the ZSS, to continue Preraks in employment appointed under the first grant received for CE activities but, as said above, after the discontinuation of the grant the Preraks were now being paid @ Rs. 300/- p.m. not the standard honorarium of Rs. 700/- p.m. If this information is correct the ZSS cannot be faulted. But this calls for an appreciation also for the simple reason that Preraks' services were not discontinued. The senior officers at the SLM office in Jaipur were surprisingly enough not aware of this development! But when the study team shared it they concurred with ZSS in this act. The second observation of the officer who is second in the hierarchy (at Jaipur) was that in Rajasthan appointment of Preraks is highly politicised. Under political pressure, particularly of elected official at Panchayats, unqualified Preraks are being appointed. The third point, emerging from the discussions, was that CE centers being the responsibility of DC^s of the respective districts, their management and monitoring would largely rest with DC^s. Finally, to be able to strengthen and expand CE scheme in the state, evaluative studies like the ones conducted by CMS in two districts only, should be conducted in all districts and the findings shared with SLMA.

6.1.2 Udaipur

CE scheme and the fund for it were sanctioned to ZSS Udaipur in 2002. However, the ZSS has so far not started a single CEC or NCEC in urban areas; all CEC^s and NCEC^s are in rural areas. The official explanation was that priority was being given to rural areas; as and when surplus fund accumulates CEC^s would be started in urban areas too. It was, however, surprising to be told at SLMA head office that they were not aware of this fact; the senior officer herself ruminated over it, and made the same point which she did in report on Dungarpur CEC^s scheme viz. that the DC being chairperson of CEC^s programme must look into the matter. Notwithstanding this comment, the CEC^s wherever set up are, so to say, half functioning. So far they have acquired books only. Sports and cultural entertainment

materials were not visible at the centres visited at by the study team. ZSS informed that officials at Panchayats, blocks and ZSS who were supposed to acquire the materials were suddenly drafted in the election duties. They therefore had not had time to purchase the materials.

Another feature coming to our notice in all the CEC^s and NCEC^s visited at by the study team was that the same amount of the honorarium was being paid to CEC^s Preraks and NCEC^s Preraks. The ZSS officials had this reason to offer. NCEC^s are created out the total number of CEC^s. (according to the criterion of 1 NCEC^s for every 8-10 CEC^s). The ZSS Udaipur, its secretary said, was still in the process of completing the task of opening all CEC^s according to NLM norm. The NCEC^s alongwith appointment of NCEC^s Preraks will follow soon after this process is completed. NCEC^s Preraks will start receiving the prescribed amount of their honorarium.

The above is the substantive account of the Review of state of continuing education scheme in the selected CEC^s and NCEC^s in Dungarpur and Udaipur districts coupled with the Discussions with ZSS functionaries, Panchayat officials, highly placed officers at SLM office of Rajasthan. The findings of the physical inspection of the centres, interviews with beneficiaries and ZSS official were presented in the preceding chapter. The findings of this and the preceding chapters and consistent. SLM Rajasthan may have to gear up its action to see CEC^s and NCEC^s function according to the NLM guidelines. Surely, satisfactory functioning hinges on regular release of grants. But irregular release of grants is the common retrain in every state and yet some states, notably Kerala and West Bengal have implemented satisfactorily, their own constraints notwithstanding. On the other hand Rajasthan has miles to go and Andhra Pradesh performance is somewhat uneven district Guntur is done well while district Karimnagar has not done as well.

The first priority in Rajasthan has to be given to construction of CEC^s and NCEC^s buildings. The second priority will have to be defusing political pressures to appoint competent Preraks. The implementation of different programmes, mobilization of local and governmental organizations to take up the programmes, mobilization of potential beneficiaries, the three crucial aspects of CEC^s scheme, will hinge on the presence of competent Preraks. The final point of the review here is that a word of appreciation is due to the ZSS of both districts that within the constraints of the system CE activities continue by locating SSA Library and Vachanalaya and continuing Preraks' employment to implement as much part of the different programmes as Preraks can. Objections to this arrangement on administrative and financial reasons may be sorted out between ZSS, SLM and NLM.

6.1.3 Opinion Leaders

Opinion leaders in both districts expressed their perceptions on that CEC/NCEC stood for in the development of people's literacy and literacy – induced improvement in people's social and economic status.

In comparison to the other four states, opinion leaders have come forth with various suggestions. Their concerns appeared more serious. They have identified themselves with centers and the people the centers are serving. To receive uniform responses from respondents from different CEC^s and NCEC^s in different blocks and different districts should sufficiently suggest that problems and constrain of CEC^s/NCEC^s in this state are common. This is the case in other states also. But the degree of concern and uniform perception appeared higher here. Besides being aware of the existence of CEC/NCEC in their villages, on they said it motivating their learners is the primary responsibility of CEC and its preraks. For two leaders, both from Dungarpur, CEC^s should serve as cultural centres. Their perception on their own role in the CEC was almost the same; they see themselves as motivators and helpers for te learners. All the leaders felt that CEC was useful for the community but were not sure that it was so for individuals. All of them said that TLM^s, sports item, vocational training equipments were all inadequate. This was besides the fact their whatever supplies came they were invariably inadequate. Finally, every opinion leader offered his own suggestions which were diverse. One leader said cultural activities should be encouraged at CEC; another leader said funds should be available on regular basis. (It was surprising financial problem was articulated by only one leader). Yet another leader said timely payment to be Preraks will be the key factor in the development of CEC^s. Yet another leader suggested CEC^s should function as information and cultural centers.

6.2 CEC/NCEC PROFILE

6.2.1 Dungarpur District, Mitali CEC Rural, Dungarpur Block

Opened in February of 1999 it has so far mopped up 50 learners. In all it has enrolled 200 learners (mopped up=50 CE learners=150). The sex ratio heavily tilted towards female (50 M: 150 F). But, as everywhere, the average daily attendance has been very very low (10 learners every day). The centre is located in one hired in room. There are toilet and drinking water facilities but not maintained well. Centre lacked in cleanliness. There is a library. There are a few books (in local language), there is information chart and newspaper is kept; there are no furniture's. Musical instruments for cultural activities and sports items were there. The Prerak is enthusiastic person. but he has not been very successful in organizing

programme – related activities. He is popular among villagers and learners. On the whole, the centre’s profile may be rated as ‘average’.

Garamauraiya NCEC Rural, Dungarpur Block

Started 1999, this centre, so far, has mopped up 35 learners. A little over 100 learners are enrolled. There was no CE learner. That means EP has yet to start. Sex ratio favours female learners (25 M : 75 F). Attendance rate (per day) is very very



CEC rural, Udaipur

low; just around 10 learners on average attend classes. Even as NCEC it is located in one room. The nodal Prerak is not very competent. He is not familiar with, particularly, EP and other programmes.

Actually, for lack of money to pay his honorarium, he is looking after some other work namely the Sarva Shiksha Library. The Prerak has not received honorarium right since start of the NCEC. The NCEC has books, musical instruments, sports items; an information chart also hangs on the wall. With all this the centre has been inactive since 2000. this NCEC is a case of ‘inactive centre’.

Dhouti NCEC Rural, Dungarpur Block

Started 2000, only 15 learners have been mopped up by this NCEC. It is located in a room of a school. Actually, since funds for CE activities were not provided to it, the room, in effect, is being used to maintain Sarva Shiksha Library. On paper this is an NCEC. In actually the NCEC is become Sarva Shiksha Library and it infrastructure is being used by Sarva Shiksha.

Vassi NCEC Rural, Dungarpur Block

Started in 2000 and mopping up 22 learners, this NCEC also is presently inactive. The Prerak has not received honorarium as Prerak. Therefore he has been asked to work as in-charge of Sarva Shiksha Library. The library is conducting learning classes only utilizing NCEC infrastructure for the purpose. Since in effect it is not a CE centre, CE learning and CE programmes have not been conducted. Only mopped up learners are receiving lessons in literacy.

6.2.2 Udaipur Distict, Chaitia Kehdi CEC Rural, Gogunoda Block



Learners interview a CEC rural for EP learning, Udaipur

Started less than a year ago (November 2003), it serves a population from the general category. In six months it mopped up 52 learners. All of them are women. On an average 10 learners attend classes every day. Infrastructure of the centre is in place viz. Library with books,

information chart, tapped drinking water facility, toilet facility. TLM^s, sports and cultural activities items are yet to be acquired. A qualified Prerak is running the centre. The Prerak has been coordinating literacy classes. Other activities specially CE learning are yet to take place since efforts to converge the financial and human resources have not yet begun. On the whole, this CEC has begun well.

Nandvel CEC Rural, Mavli Block

This CEC was started very recently (July 2003). In six months of it existence it has mopped up 35 learners. Equipments and TLM^s have not yet reached this CEC from SLMA, although an information chart is available. Here which learners as yet are not reading. Physical facilities exist-toilet, a hand pump for drinking water. The Prerak is a qualified and experienced person. the ZSS has not appointed yet an Asstt. Prerak. The ZSS has monitored the centre's activities but resources have not arranged for supply of materials to the centre. At this centre the life enriching activities (innovatives) have not begun. Actually, the presence of this centre has not fixed in villagers mind; even opinion leaders are not clear about its functioning.

6.3 Preraks' Profile

6.3.1 Udaipur

The selected two CEC^s and two NCEC^s were started very recently, that is, in July of 2003. Only one prerak namely of CEC (R) is a female. Two preraks – the female prerak and prerak of CEC (R) – are very young. The third prerak, that is, the prerak of NCEC (R) is in the age group 26-35 years. The fourth that is NCEC (R) prerak is the oldest of the four, being 35 years old. Preraks of NCEC (R) and of CEC (R) are graduates; prerak of another CEC (R) is a school dropout prerak of NCEC (R) is educated upto XIIth standard. The preraks of NCEC (R) and CEC (R) belong to OBC group while the other two belong to general caste group. Prerak of one CEC (R) and one NCEC (R) reported they have received honorarium regularly. None of the preraks is devote full time to centre's work as was the case in Kerala. (Table 6.1)

6.3.2 Dungarpur

One CEC (R) and one NCEC (R) were set up in 1999 and the remaining two were set up in 2000. Two preraks, the one of an NCEC (R) and one of CEC (U) are females; sex ratio is even. The female prerak, at one NCEC (R) is a middle aged woman. The other three are young. None of them is a graduate. The female preraks both are matriculates and the male preraks both have passed 10+2 examination. As for the social group, among female preraks one belongs to general category and the other to tribal category. Among male preraks one, of CEC (R), belongs to OBC category and the other of another CEC (R) to SC category. All the preraks are having five years experience in CE scheme. None of them, however gets honorarium regularly. They spend few hours only at the centers, say 1 to 4 hours. (Tables 6.1)

Tables 6.1 Profile of Preraks of CEC and NCEC (Rajasthan)

	Rajasthan							
	Udaipur				Dungarpur			
	NCEC-R 1997	CEC-R 1997	NCEC-U 1997	CEC-U 1997	NCEC-R 2000	CEC-R 2000	NCEC-U 2000	CEC-U 2000
Worked as VT in TLC								
Yes	0	0	0	0	0	0	0	0
No								
Sex								
Male	0	-	0	0	-	0	0	-
Female	-	0	-	-	0	-	-	0
Trained for Preraks work								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-

Table 6.1: Continued...

Age Group								
15 to 25	-	0	-	0	-	-	-	-
26 to 35	0	-	-	-	-	0	0	-
39 to 45	-	-	0	-	-	-	-	0
46 to above	-	-	-	-	0	-	-	-
Qualification								
10 th	-	-	-	-	-	-	-	-
12 th	-	0	-	-	0	-	-	0
Graduated & above	-	-	0	-	-	0	0	-
Social group	0	-	-	0	-	-	-	-
SC								
ST	-	-	-	-	-	-	0	-
OBC	-	-	-	-	-	-	-	0
Muslim	-	-	0	0	-	0	-	-
General	-	-	-	-	-	-	-	-

6.4 Preraks Functions and Perception

6.4.1 Udaipur

There can be no doubt that preraks in this district have carried a missionary zeal with them to spread CE programme and innovative programmes. One of the preraks is a school teacher; the female preraks have worked hard to retain learners, persuade ZSS to arrange for supply of TLM^s. Male and female Preraks both have lamented non availability of TLM more than the non payment of honoraria and attributed low and irregular attendance of neoliterates to absence of text books. On their own initiative they organized lectures on social issues, health problems, national concerns and employment creating avenues. It is surprising that CEC^s and NCEC surveyed by us, have not, so far, organized women related activities, particularly, formation of SHG for women. Nor have they interacted with NGO^s (Table 6.2). On the whole, preraks performance scored 'B⁺ grade'.

6.4.2 Dungarpur

Both CEC^s and NCEC^s were low keyed. Learners have attended classes very irregularly. Some of them dropped out. Preraks say they are helpless. They did not have TLM^s. Learners do not find time nor were they keen on learning. However, on their own the preraks organized activities including cultural performances. Local rallies were taken out to attract villagers' attention to equivalent education programme. But women-centred programmes have been over looked at all centres surveyed by us. Nor did they identify an NGO or NGO^s to share CEC activities. Preraks are enthusiastic but resources or convergence of resources has not reached them. Over all, preraks performance was of 'B grade'.

Tables 6.2 Preraks functions and Performance (Rajasthan)

	Rajasthan							
	Udaipur				Dungarpur			
	NCEC-R	CEC-R	NCEC-U	CEC-U	NCEC-R	CEC-R	NCEC-U	CEC-U
Difficulties of a prerak								
Skill creating materials (NA)	0	0	0	0	0	0	0	0
Time consuming house-to-house campaign	-	-	-	-	-	-	-	-
Honorarium not paid	0	0	0	0	0	0	0	0
Musical instruments (NA)	-	-	-	-	-	-	-	-
No building	-	-	-	-	-	-	-	-
No sanitation facility	-	-	-	-	-	-	-	-
No electricity facility nor kerosene	-	-	-	-	-	-	-	-
TLM not adequate in number	-	-	-	-	-	-	-	-
None	-	-	-	-	-	-	-	-
<i>Learners attend classes regularly</i>								
Yes	-	-	-	-	-	-	-	-
No	0	0	0	0	0	0	0	0
<i>If no, reason</i>								
Unavailability of TLM	0	0	0	0	0	0	0	0
Lack of interest	-	-	-	-	-	-	-	-
Non availability of time	-	-	-	-	-	-	-	-
<i>TLM etc. adequate</i>								
Yes	-	-	-	-	-	-	-	-
No	0	0	0	0	0	0	0	0
<i>CE material, do they attract learners to attend class</i>								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-
<i>Organized activities under the programmes</i>								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-
<i>If yes, in what areas</i>								
Health awareness and education	0	0	0	0	0	0	0	0
Vocational training	0	0	0	0	0	0	0	0
Agriculture	0	0	0	0	0	0	0	0
Personality Development	-	-	-	-	-	-	-	-
Cultural activities	-	-	-	-	-	-	-	-
Literacy Day	-	-	-	-	-	-	-	-
<i>Identified areas in which learners require information to be disseminated about programme</i>								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-
<i>If yes, in what areas</i>								
Earning opportunity	-	-	-	-	-	-	-	-
Skill building avenues	-	-	-	-	-	-	-	-
<i>Received information on development programmes</i>								
Yes	-	-	-	-	-	-	-	-
No	0	0	0	0	0	0	0	0
<i>Organized specific programmes for women</i>								
Yes	-	-	-	-	-	-	-	-
No	0	0	0	0	0	0	0	0
<i>If yes, in what areas</i>								
Cultural	-	-	-	-	-	-	-	-
Skill training	-	-	-	-	-	-	-	-
RCH programme activity	-	-	-	-	-	-	-	-
SHG formation	-	-	-	-	-	-	-	-
<i>Organized collaborating programmes with NGO's</i>								
Yes	-	-	-	-	-	-	-	-
No	0	0	0	0	0	0	0	0
Is CE programme sustainable in future								
Yes	0	0	0	-	0	0	0	0
No	-	-	-	-	-	-	-	-
<i>If no, why</i>								
Flow of Fund uncertain	-	-	-	-	-	-	-	-
Collaboration from other agencies uncertain	-	-	-	-	-	-	-	-
Scope for vocational training is limited	-	-	-	-	-	-	-	-

6.5 Beneficiaries Profile (Table 6.3)

In Rajasthan, where 40 CEC scheme beneficiaries were interviewed, 24 beneficiaries were neoliterates. This was the highest number when compared with neoliterate beneficiaries in the other four states. More than 50 percent of learners including those mopped up, were very young (age group 15-25 years); another 45 percent were young (age group 26-35 years). The beneficiaries belonged to different social groups but majority of them, 45 percent, belonged to OBC group, followed by 22 percent each who belonged to ST group and general group. Unlike in the other four states, almost all learners (38 out of 40) were females. Twenty four out of a 38 female learners were agricultural labourers; another eight learners were housewives. The learners were not exposed to media: only two learners, watch TV 'always' and 16 learners had 'never' watch TV. Only three learners listened to radio 'always' and 23 learners 'never' listened to radio. No learner, barring two learners, even read newspaper. Twenty five learners had 'never' attended panchayat meetings and ten had attended 'rarely'. They rarely interacted with government official; 27 of them 'never' interacted.

6.6 Beneficiaries response (Table 6.4)

The interviewed beneficiaries reported that they all were aware of CE programmes. All of them said they knew about EP. Since the other three programmes were not yet implemented, their awareness or lack of awareness about them did not matter. It was, however, the case that while they attended equivalence teaching classes and learnt the subject 21 of the 40 beneficiaries were not sure if and how, the learning influenced them. Their response was 'can't say. Those (19 beneficiaries, to be exact) who said EP was an influencer, said that they came to know of legal age at marriage; 10 beneficiaries came to know diarrheal patient should be given more fluid. Eight learners said they had developed self-esteem. Four of them said they had started reading newspaper. In economic respect no learner had improved her earning levels. Also, no learners received any vocational training.

Table 6.3: Beneficiaries' Profile: Rajasthan

Charasteris		Udaipur District (n=20)				Dungarpur District (n=20)			
		CEC		NCEC		CEC		NCEC	
		rural	urban	rural	urban	rural	urban	rural	urban
Literacy Status	mopped up	-	-	4	-	1	-	11	-
	Neoliterate	10	-	6	-	4	-	4	-
Age group	15-25	5	-	6	-	1	-	9	-
	26-35	5	-	3	-	4	-	6	-
	> 35	-	-	3	-	-	-	-	-

Table 6.3: Continued...

Social group	SC	1	-	3	-	-	-	-	-
	ST	6	-	2	-	-	-	1	-
	OBC	3	-	3	-	2	-	10	-
	General	-	-	2	-	3	-	4	-
	Muslim	-	-	-	-	-	-	-	-
Sex	male	2	-	-	-	-	-	-	-
	female	8	-	10	-	-	-	15	-
Employment status	wage employment	-	-	-	-	2	-	-	-
	salaried employment	1	-	2	-	2	-	1	-
	agricultural labourer	7	-	3	-	1	-	13	-
	housewife	2	-	5	-	-	-	1	-
	unemployed	-	-	-	-	-	-	-	-
Listen radio	always	2	-	1	-	-	-	-	-
	some times	1	-	-	-	1	-	1	-
	rare	1	-	2	-	2	-	6	-
	never	6	-	7	-	2	-	8	-
Watch TV	always	-	-	-	-	-	-	2	-
	some times	1	-	3	-	1	-	3	-
	rare	-	-	5	-	3	-	4	-
	never	9	-	-	-	1	-	6	-
Read newspaper	always	-	-	-	-	1	-	1	-
	some times	1	-	1	-	-	-	1	-
	rare	-	-	2	-	1	-	7	-
	never	9	-	7	-	3	-	6	-
Attend gram panchayat meetings	always	1	-	-	-	1	-	1	-
	some times	-	-	1	-	-	-	1	-
	rare	2	-	2	-	2	-	4	-
	never	7	-	7	-	2	-	9	-
Meet Government officials	always	2	-	-	-	1	-	-	-
	some times	1	-	3	-	-	-	2	-
	rare	1	-	2	-	3	-	1	-
	never	6	-	5	-	1	-	1	-

Table 6.4: Beneficiaries responses at the sample CEC and NCEC / Rajasthan

Characteristics	Dungarpur District (n=20)			
	rural	urban	rural	urban
1. Are you told about CE programme/s				
▪ Yes	20	-	20	-
▪ No	-	-	-	-
2. If yes, which one/s				
▪ EP	20	-	20	-
▪ IIPP	-	-	-	-
▪ QLIP	2	-	-	-
▪ IGP	-	-	-	-
3. Has EP influenced you				
▪ Yes	8	-	11	-
▪ No	12	-	9	-

Table 6.4: Continued...

4. If yes, in what respect /s				
4a Awareness on				
▪ Legal age at marriage	6	-	11	-
▪ Risks of HIV/AIDS in unprotected sex	5	-	5	-
▪ Serving more and more fluid to diarrhoea patient	5	-	4	-
▪ Immunization of all under - 5 children	3	-	4	-
4b. Economic				
▪ Earnings have increased	-	-	-	-
▪ Savings habit is formed	-	-	-	-
4c. Self - related				
▪ Self confidence increased	3	-	5	-
▪ Participated in village events and activities	1	-	3	-
▪ Interacted with Government officials	1	-	5	-
▪ Started reading newspaper	1	-	3	-
5. Did you receive training in any vocation				
▪ Yes	-	-		
▪ No	20	-		
6. If yes,				
▪ At your CEC/NCEC	-	-		
▪ Elsewhere, with prerak's help	-	-		
7. Who selected the vocation for you				
▪ My self				
▪ Prerak				
▪ Both of us				
8. Was it right choice				
▪ Yes				
▪ No				
9. If yes, was training duration adequate				
▪ Yes				
▪ No				
9a. If no, should it have been				
▪ One week more				
▪ Two weeks more				
10. Was training content satisfactory				
▪ Yes				
▪ No				
10a. If no, did you talk about it to your prerak				
▪ Yes				
▪ No				
11. Did you attend training regularly				
▪ Yes				
▪ No				
11a. If no				
▪ Lack of time				
▪ Distance Factor				
▪ Vocation was not my choice				
▪ There was additional personal expenditure involved				
12. As the training increased your employment prospects				
▪ Yes				
▪ No				

6.7 Cobweb and Field Force rating of the CE Programmes

6.7.1 Preceding two sections described factors that possibly were shaping the structures and performance of CEC^s\NCEC^s and the CE programmes. The perceptions of both preraks and beneficiaries were analysed. In this section, attempt is made to scale the perceptions, with the aid of Cobweb and Force Field.

Cobwebs provide visual description of performance gap in a development programme. Performance gap is, the distance between expected outcomes from the programme and the actual outcomes from the programmes; larger the distance, wider is the gap and vice versa. Field force diagrams provide visual description of the causes that explain the performance gap. Causes which keep the gap narrow it out are called 'push' factors. In reverse case, causes which widen the gap or keep the gap wide are called 'pull' factors. The two diagrams whose standard shapes are shown below were used in the present study. We employed them for assessing both Preraks' perceptions and beneficiaries' perceptions. Their perceptions on the levels of the gap and levels of the push and pull factors are tabulated below.

6.7.2 Rating by the beneficiaries (Table 6.5)

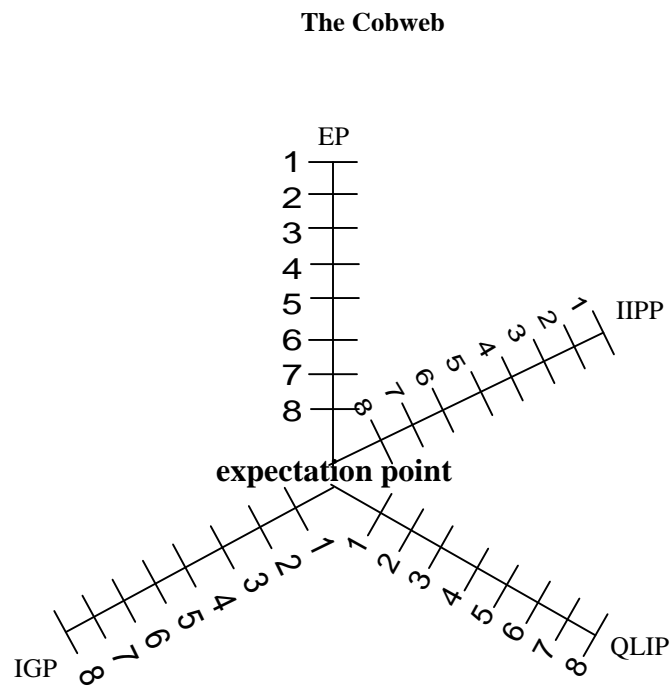
The number of beneficiaries interviewed in this state was forty. Perceptions on performance of the programmes, specially EP and IIPP, varied among them widely. On EP, ten learners said performance gap was insignificant, that is, EP had almost fulfilled learenrs' expectation from it but another eleven learners said that performance distance notably significant. The extreme response came from fourteen learners who said EP learners did not learn at all, expectastions from the programme were not fulfilled. For IIPP, the performances were, according to as many as eighteen learners, notably significant. Few centres only were currently implementing QLIP and IGP. But here too six learners each said performance was notably insignificant and quite insignificant.

6.7.3 Rating by the preraks (Table 6.5)

Preraks' ratings were more or less similar. Every prerak shared the experience on EP. Four of the eight interviewed said EP had performed very well; performance gap was negligible. But two preraks said expectations from EP were not realized. On IIPP, preraks were divided. One was satisfied, two found it was quite insignificant, three said EP performance gap was notably insignificant. The preraks, even had extreme perception viz. the performance was not according to their expectations.

6.7.4 Preraks' rating of stimulators and inhibitors of CE programmes (Table 6.6)

Preraks' responses (ratings) here were consistent with their rating on performance. Six of them said mild inhibitors worked against EP and one prerak said the inhibitors were acting strongly somewhat. On IIPP too, three preraks had found inhibitors working somewhat mildly while another three said inhibitors were somewhat strong even. Two preraks each had experienced that QLIP inhibitors existed, in mild form somewhat strong form and strongly. Five preraks pointed to inhibitors of IGP also against two preraks who had found that stimulators worked on IGP.



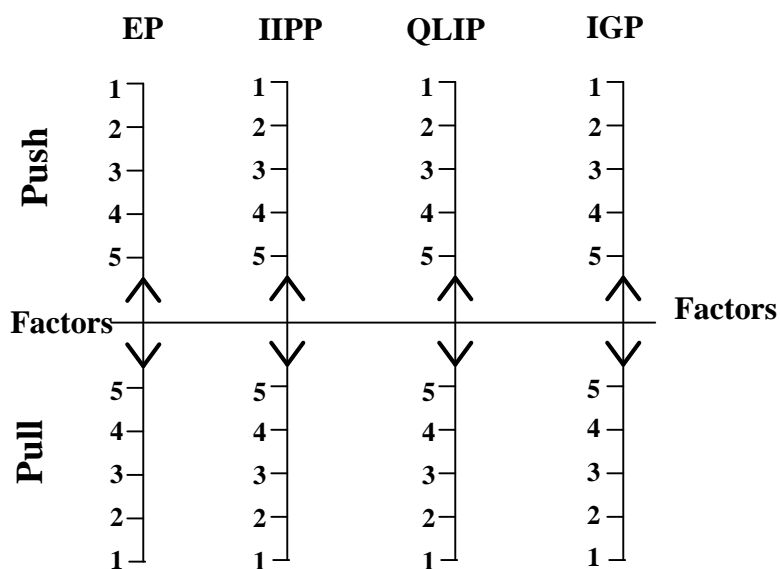
EP : Equivalency Programme
 IIPP: Individual Interest Promotion Programme
 QLIP: Quality of Life Improvement Programme
 IGP: Income Generating Programme

Table 6.5 (Qualitative) rating on Cobweb by beneficiaries and Preraks, of the CE programmes. Rajasthan

Scaling of the performance gap (From low to high)	Number of <u>Beneficiaries</u> responding (n=40)				Number of <u>Preraks</u> responding (n=8)			
	EP	IIPP	QLIP	IGP	EP	IIPP	QLIP	IGP
distance negligible	-	-	-	-	-	-	3	-
distance insignificant	10	-	1	-	4	1	1	3
distance significant distance quite significant	5	10	6	4	-	2	1	1
distance notably significant distance notably significant	11	18	6	-	2	3	-	3
expectations not fulfilled	14	7	5	1	2	2	2	1
expectations not realizable	-	1	1	1	-	-	-	-

Force Field

(no. of respondents preraks interviewed =



EP : Equivalency Programme
 IIPP: Individual Interest Promotion Programme
 QLIP: Quality of Life Improvement Programme
 IGP: Income Generating Programme

1 = somewhat mild
 2 = mild
 3 = somewhat strong
 4 = strong
 5 = very strong

Table 6.6 (Qualitative) rating on Force Field by Preraks, of the CE programme. Rajasthan

Push factors: Stimulators (From low to High)	Number of Preraks responding (n=8)			
	EP	IIPP	QLIP	IGP
Somewhat mild	1	1	1	-
Mild	-	-	2	-
Somewhat	1	1	1	1
Strong -	-	-	-	1
Very strong	-	-	-	-
Pull factors: Inhibitors (from low to high)				
Somewhat mild	-	3	-	2
Mild	6	-	-	-
Somewhat strong	-	3	2	2
Strong	-	1	2	1
Very strong	-	-	-	-

Chapter 7
CEC^s AND NCEC^s IN WEST BENGAL

7.1 Interface (With opinion leaders, ZSS functionaries, Gram Panchayats and others)

In both districts, (24 Parganas (N) and Burdwan), despite plodding and probing, opinion leaders did not come out with a recommendations which would make CEC^s fully active. One reason for indifferent response, it appeared, was that financial support to CEC^s was too inadequate and irregular to implement their recommendation; influencers recurringly referred to financial situation while talking about improvements. Consequently, they responded in a general vein which are all the same useful. However *one recommendation from them that appears important is that, CEC^s should have arrangement to provide mid-day meal for learners to attract them to classes and improve their attendance rate.* All influencers said they were aware of the existence of CEC and its objectives. But not all of them associated with the centers. Of the 16 opinion leaders who could be interviewed, eight were doing the role of motivating neoliterates and youths to join CEC^s programmes. Three of them said that prerak should arrange mid-day meal for learners on a daily basis. All the sixteen opinion leaders attended every monthly meeting of CEC. In all meetings they have pressed for provision of toilet drinking water, electricity facilities. They have pressed for a separate room with these facilities. All of them were of the view that CEC are functioning with an average rating.

It was, however, surprising to know that none of the opinion leaders talked about library and vocational training. They have yet to take initiative on these two aspects. It was also surprising that while they were aware of the existence of CEC and NCEC they did not know what the equivalency programme (EP) was, what the quality of life improvement programme (QLIP) was. It has appeared that the key person to growth of CE scheme is more than anyone else, the prerak.

Opinion leaders normally take initiatives more in economic programmes than in social and personality development programmes.

The district has been implementing Continuing Education Programme since 30th May 1997. There are at the present (October 2003) 2000 Continuing Education Centres (CEC) of which 250 centres are Nodal Continuing Education Centres (NCEC). Of the 1750 CECs, four centers are run by different NGOs and one centre is run by Panagarh Military Authority. Burdwan ZSS have prepared a learning format to implement equivalence programme. A

guided learning model is in place and guided learning will be provided by retired primary school teachers. The latest position is, on 16th August of 2003, the ZSS launched this programme in another 16 blocks and for this purpose the guide book to impart guided learning it was prepared.

The instructors of these Continuing Education centers who are known as Mukhya Preraks and Preraks have undergone training at regular intervals. During training BZSS took help from SRC for Adult Education, WB.

1. Break up of CECs/NCECs run by:-

Total Centres	Run by Panchyati Raj Bodies	Municipality/Corpn.	NGOs	Others (By Panagarh Military Authority)	Total
NCECs	225	25	Nil	Nil	250
CECs	1540	205	4	1	1750

2. Details of Preraks and Saha Preraks now working at Continuing Education Centres:-

Preraks/Saha Preraks	Type of centres	Number of Personnel Engaged				
Prerak	NCEC	228	22	250	35	4
	CEC	1502	248	1750	375	91
Saha Prerak	NCEC	154	96	250	68	15
	CEC	1018	732	1750	514	151

The centres have been opened primarily to maintain sustainability in the learning process of the neo-literates. It has been found that only around 45% of women enrolled are actually attending the evening classes organized in such centres. Several reasons have been found responsible for this. Almost a decade has passed since the TLC was launched in the district and many demographic changes have taken place in between. The district is having 2826 villages whereas the CECs are 2000. Thus not every village, at present, has a CEC. There are many hamlets which are far from CECs. To improve the situation, the existing scheme may be reversed. Instead of the women coming and attending the centre, the Prerak/Saha Prerak may visit the far flung habitations and contact such women learners in groups twice in a week. However, such a contact programme should supplement the existing centres and should be meant for only those women learners who are unable to attend for various reasons. While any issue of general interest can be discussed in such meetings to motivate the neo-literates, the meeting will be directed to (a) improve their level of learning through guided teaching using simple assignments and (b) bring such women under a Self Learning process by encouraging and motivating them to study during their leisure time.

7.2 CECs and NCEC Profile

7.2.1 Burdwan District, Bagbati CEC Rural, Anagram Block

The centre (established 1997) is located in one room of the primary school. It is accessible to all the neo literates of the village. Attendance register was in place but was inactive. The centre does not have toilet facility. There was no electricity facility. Space around the centre was neither very clean nor very shabby. There is no tap water facility. Handpump is source of water but storage facility is not available. The library upkeep was just about average. However some books were there, so also information chart and newspaper. There is no bookshelf. Facility of borrowing library books is yet to be created. The Prerak was present at the time of visit by study team. He is trained and experienced. He appeared active and attentive to learners needs. Learners at the CEC suggested that arrangement of meals would attract more learners and reduce drop out rate. Moreover the CEC has so far kept borrowing facilities to minimum. Rather borrowing facility is yet to start.

Banganpara CEC Rural, Ghushkor Municipality

This centre (established 1997) also is located in one room of a primary school. The school is accessible to all the neoliterates of the village. On the day of study team's visit, the school looked clean but 15 out of the 90 enrolled neoliterates were present. The centre maintain attendance register but it is inactive. The neoliterates present said that attendance can improve if midday meals is arranged for the learners. Toilet facility is non existent; so also tapped water facility. The centre does not have facility for water storage either. The centre has provided good TLMs to learners including sports items (volley balls, football, ludo carom) stationeries, harmonium. There is a library. It opens daily and has few books but book shelves are not there to keep them. Moreover, the CEC has so far kept borrowing facilities to minimum. Rather borrowing facility is yet to start. Information charts and newspaper of local language are also kept for visitors.

Brammandi CEC Rural, Ausgram Block

This centre (established 1997) at present is in very bad condition. While it has so far enrolled 80 neoliterates and is physically accessible to all of them, the centre is located in a shanty shed with cracking roof. Neither water nor electricity nor toilet facility could be sighted at the centre. Water storage facility also was found lacking. The Prerak is trained with TLC-level teaching experience. He appeared shy with low initiative but responsible Prerak. Library is yet to be set up. A good thing there is that the learners have acquired vocational skills, in three vocations (U/L) shoe making, dari making, handiwork on sari) in local export units.

Chaklipara CEC Urban, Mamasi Block

This centre (established 1998) is located in one room of the Prerak's house. The office is well maintained and clean. There is electricity but toilet and water tap facilities are yet to be provided. At the time of study team's visit 10 out of the 74 enrolled learners. The Prerak did not know of the reason. The Prerak maintains an active register of attendance. He is a trained person. He has been particularly attentive to two blind learners. He reads out the daily newspaper to them. The library is very thin. A few books were seen but not on shelves. Only newspaper is subscribed to. Borrowing facility for learners is yet to be organized. TLM's are available, not in large quantity though. There is a harmonium there are a ludo, a carom board, and volleyball. There is also a black board, a few pencils and erasers. A health chart also hangs on the wall. The team overall felt that there was actively going on at the centre.

Martpara CEC Urban (Municipal), Mamasi Block

This one room centre (established 1997) is located in a primary school building. Learners do not walk long to reach the centre. The centre was found clean and tidy, although this centre too is at present denied toilet as well as water tap facilities. However, library facility is more satisfactory than at other centres. It opens daily, books are there on the shelves, learners can borrow and have borrowed the books. A general information chart hangs by the wall. But newspaper was not available; the centre does not get one. The Prerak is a trained functionary and takes interest in the activities of the centre. A register of attendance was seen by the study team. It was active register. On the day the team visited 15 out of the 56 enrolled learners were present. Most of the female learners were maid servants and male learners were working in a potato cold storage. A few among these learners have taken part in cultural activities promoted by the Prerak.

7.2.2 North 24-Paraganas District, Dighori Das Nagar CEC, Barasat Block

This CEC (established 1999) is located in one room of a local club in a slum area. It has at present enrolled 100 learners but only 20 of them were present on the day the study team visited it. There was an attendance register but it was not being used. The centre has acquired TLM's such as books and stationery, posters, sports items including ludo, carom, volleyball and a harmonium. Upkeep of the centre left much to be desired; only part of the place was clean. There is a hand pump for drawing water. There is no tap water nor is there storage facility. Toilet facility is absent too, but electricity is available. The Prerak, a trained

teacher, has taken initiatives in organizing learning activities and arranging for TLMs.

The centre has black board with a duster, a harmonium, a sports item or two viz. volleyball, carrom board. There is a small library with a few books but without borrowing facility for the user that is the learners and 'villagers'.

Kotra NCEC Rural, Barasat Block

This NCEC (established 1998) is located in the Verandah of a house in the villagers sans toilet and water storage. There was no electricity facility nor even money enough to light kerosene lamps for teaching the learners. On the day the study team visited 15 out of the 77 enrolled were present in the class. The Prerak and Asst. Prerak are trained persons. The Prerak did not however, appear enthusiastic about his work. An NCEC Prerak is entitled to honorarium of Rs. 500/- per month and Asst. NCEC Prerak to Rs. 300 per month. But both Prerak and Asst. Prerak are paid the honorarium Rs. 200 per month and last year they were paid for four months only. In the name of library there were a few books; no newspaper no charts no borrowing facility.

Jaffarpur CEC Rural, Barasat Block

This centre (established 1999), is located under a makeshift shed, unclean shabby, lacking in piped water, water storage, electricity and toilet facilities. Almost a non-existent centre, yet the Prerak, a trained instructor, had enrolled 133 learners and mopped up 72 learners. He has acquired TLMs for the centre including sports. There is an attendance register which he uses to record presence of the learners. He has set up a small library, hung information charts. There are no shelves to keep the books on. He appeared to be enthusiastic about CE but for the fact he was unhappy on not being paid the honorarium regularly. Actually, he has not received it for last three years.

Ambekar Palli CEC Rural, Barasat Block

This CEC was established in 1999. Presently it is located in one room of government school. Piped water is not available to this centre nor a facility to store water. Hand pump was there but it is not maintained. Cleanliness was lacking. On the teaching side, TLMs, were seen. Sports items were there such as a volleyball, a carrom board, a football. The Prerak is a qualified teacher. He has so far enrolled 50 learners and 31 mopped up literates. But only 15 learners were present on the day our study team visited the centre. There is library; it opens daily; it has a few books. No newspaper is provided to learners nor is there book borrowing facility for them.

To summarize. All the nine CECs including two NCECs in these two districts of West Bengal were started between 1997 and 1999. On an average each one CEC today (end 2003) is about five years old. None of the CEC's has so far collaborated with local NGO except one (rural) CEC (Brammandi in Ausgram block in Burdwan district). Saying it the other NGOs' have not participated in CECs programmes. Secondly, none of the CECs is located in its own premises. All of them are functioning from one room in local primary school. Thirdly none of the CEC's has sanitation and electricity facilities. Fourthly TLMs are available but inadequate. Library is there but number of books is very small; learners do not enjoy borrowing facilities. Fifthly all Preraks know their jobs and responsibilities. They are dissatisfied only on one score namely, irregular payment of the honorarium. Sixthly Preraks have mopped up learners but not more than 20 percent of enrolled have initiated vocational training for learners. Overall, enthusiasm about promoting the goals of continuing education was generally missing everywhere. Financial strength is not the sole factor. The present formula of money allotment per CEC may not be large but is not very inadequate either. What appeared important was Preraks should create awareness and encourage villagers; they should remind themselves that their role of leadership is crucial activating people's participation in the programmes of the CE.

7.2.3 IIPP (Individual Interest Promotion Programme)

Conceivable activities under IIPP aim at identifying and also providing the identified opportunities to learners to promote their personal (individual) propensities in cultural, physical and artistic activities. Preraks in **both districts** are aware of these facets and have implemented some of the components. In all the 9 CEC^s the preraks have organized cultural programmes, sports health awareness camps and like. Three CECs each organized 4 activities and 3 activities. The CECs organized three different combinations of activities and so on.

Activities and IIPP

Number and Number of the activities	Number of CEC ^s implementing
Cultural programmes health camps, sports, get togethers (4)	3 CEC ^s
Cultural programmes, health camps, sports (3)	3 CEC ^s implementing
Cultural programmes, health camps get together (3)	2 CEC ^s
Health camps, get togethers	1 CEC ^s

QLIP (Quality of Life Improvement Programme)

The programme aims to help learners acquire competency to raise their as well as communities standard of living. According to central government guidelines. QLIP has to be implemented in the CEC^s after they have completed one year of existence. By this criterion, 7 out of the 9 sample CEC^s investigated were exempt from implementation of QLIP. In the two CEC^s, which implemented QLIP, the Prerak's reported as follows. Both the CEC^s are in Burdwan district. Baganpara CEC (urban) under Bhuskora Municipality and Brammandi CEC (rural) in Aungram Block.

In both CEC^s the preraks implemented, within the resources available to them, selected activities viz have prepared calendar of annual activities, have mobilized voluntary financial contributions to sustain cultural affairs. They mobilized villagers participations in decision making at the CEC^s. The Prerak at Brammandi CEC (rural) in Aungram block and at Baganpara CEC (urban) in Burdwan had organized Karate training camp. The opportunity, the prerak informed, youth learners (both sexes) availed. Preraks had involved the VEC to identify life improving activities, although village resources and CEC resources have been inadequate to facilitate villagers in availing the opportunities.

EP (Equivalency Programme)

This is a learning programme in which alternative (equivalent) content and curricula are developed to acquire knowledge at the relevant level.

Preraks in all the nine CEC^s were aware of this programme too and have already implemented it at level I. Level I curriculum is designed to act as equivalent to 3rd/4th standard of the formal system. The subjects taught included mathematics, general knowledge (in all the CEC^s).

Other subjects taught at Level I were	No. of CECs
Mathematics and general knowledge in addition	All the 9 CECs
Bengali	5
Geography	1
Natural Science	2
Social Science	2
History	1
Sports education	1

IGP (Income Generating Programme)

The fourth programme is called IGP (Income Generating Programme), which aims to create vocational and other forms of earnings skills. The programme is not implemented, because the CEC^s are one year old.

- 7.2.4 The TLM^s both districts have developed and distributed TLM^s (for equivalent learning). The table below should be able to give the comparative position. Burdwan ZSS has seems to have prepared more TLM^s that is, TLM^s on more topics. However, ZSS in 24 Parganas (N) have also produced a few innovative TLM^s. ZSS in both districts claimed that every TLM prepared at their office has been distributed to almost all CEC^s/NCEC^s. That might not be so. As the same table indicates, the CEC^s surveyed by CMS team forward that *only one* TLM to was CEC^s in Burdwan have received *only one* TLM, viz, the booklet on Mother Child Health Care, while in 24 Parganas (N) no CEC seems to have received any TLM.

TLMs prepared and distributed by ZSS of 24 Pargana (N) in the sample CECs.

TLM's prepared by ZSS North 24 Pargana for the CEC's	Samle TLM's distributed by the ZSS to the sample CECs	The distributed TLMs received by sample CEC's				
		CEC-1	CEC-2	CEC-3	CEC-4	CEC-5
Handicrafts	Yes	No	No	No	No	No
Fishery	Yes	No	No	No	No	No
Agriculture and use	Yes	No	No	No	No	No
Literacy III Part	Yes	No	No	No	No	No
Literacy IV part	Yes	No	No	No	No	No

TLMs prepared and distributed by ZSS of Burdwan in the sample CECs.

TLM's prepared by ZSS NorthBurdwan for the CEC's	Samle TLM's distributed by the ZSS to the sample CECs	The distributed TLMs received by sample CEC's				
		CEC-1	CEC-2	CEC-3	CEC-4	CEC-5
Booklet on mother child health care	Yes	Yes	Yes	No	Yes	No
Booklet on Gram Sansad	Yes	No	No	No	No	No
Booklet and questionnaire for evaluation education programme	Yes	No	No	No	No	No
Booklet on Apanadar Juna	Yes	No	No	No	No	No
Booklet on Karate camp for New literate Tribal girls	Yes	Yes	Yes	Yes	Yes	Yes
Books on Folk songs	Yes	No	No	No	No	No
Monthly Newspaper, Khabara published by Burdwan Khabar by ZSS	Yes	Yes	Yes	Yes	Yes	Yes

Some critical observations on the layout of the CECs

The NLM guideline stipulates that while location of CEC would determine learners accessibility to the centre a pre planned layout is an essential requirement for attracting villagers to CE activities themselves. The centre should have, broadly, three areas: one for library, one for all other activities, one for storage. The library should have 10’*10’ area and include a shelf and learning materials. There must be benches in the library for reading and writing. For the activities area, it should be of at least the size 20’*15’. For keeping sports materials there should a store of approximately 5’*5’ area. Every CEC should hang two charts; one showing main characteristics of the villages population, the other displaying infrastructure and transport facilities available in the village. Learners will be responsible for the up keep of the centre. The Prerak will constitute a committee of rotating members for the purpose. None of the above guidelines was observed being followed. The total area of every CEC visited by the study team was 10’*10’ or slightly less. There are charts but benches or carpets were absent in the library. The upkeep was much less satisfactory. Basic amenities were absent.

7.2.5 Prerak Profile

General observation on CEC. NCEC profile about revealed all the preraks, in the sample CECs and NCECs were trained and experienced motivators. The table below draws their broad profile including their training experience. (Table 7.1 see also Table 7.1.1)

Table 7.1 Preraks Profile (both districts)

Age group	Preraks (n=9)				
	Number	Sex	Education	Training	Social group
15-25	1	M= 1	Graduate = 1	Yes = 1	Muslim
26-35	5	M= 3 M= 2	12 th std – 1 graduate = 4	Yes = 5 No = Nil	General = 5 Muslim SC/ST/ OBC = Nil
36-45	3	F = Nil M= 3	7 th std = 1 10 th std = 1 graduate = 1	Yes = 3 No = Nil	General = 2 Muslim = 1 SC/ST/ OBC = Nil
Age group (years)	Occupation	Number of years as Preraks	Average time spent in a week for CEC work		
15-25	Private tuition = 1 preraks	5 years = 1 Preraks	2 hours = 1 Preraks		
26-35	House wife = 2 Self employed = 2 Cultivator = 1	5 years = 3 Preraks 6 years = 2 Preraks	2 hours = 4 Preraks 3 hours = 1 Preraks		
36-45	House wife = 1 preraks Cultivator = 1 preraks	5 years = 3 Preraks	2 hours = 1 Preraks 3 hours = 2 Preraks		

Present Preraks in both districts are youths educationally highly qualified, are trained and experienced personnel. One of the benefits of education was that they were aware of

programmes of socio economic development: 8 out of the preraks had the awareness. Preraks appeared to spend limited time for CEC work. Six preraks reported they spent on average 2 hours in a week for CEC activities. The other three preraks spent 3 hours. All the sample preraks reported that they have been organizing and supervising awareness and information dissemination campaigns. The activities were on low key due to villagers indifference. The activities for the campaign included lectures by village doctors on health, school teachers on importance of education, frequent cultural programmes, celebration of national days. In some CEC (5 out of 9) women specific programmes, mainly cultural were also organized. Prerak's experience on teaching was that the proportion of the enrolled learned attending classes was low but all those who have attended have done sound byte regularly and acquired literacy. All the sample preraks had this grievance that they have so far never received their honoraria regularly. Preraks of north 24 Paraganas had the additional grievance namely, their honorarium amount was less than the prescribed amount. It came to our notice that while preraks in Burdwan CECs were being paid according to the central government rules (NCEC preraks = Rs. 1200 pm; CEC preraks = Rs 700 pm; Asstt Prerak = 500 pm) in North 24-Paraganas, the preraks have not received honorarium as per central government norm. it appears that the amount is split and distributed amount 2 or 3 preraks at a CEC. On TLMs Preraks felt that both books and the stationary items and, the sports items available currently were inadequate. Of the two the latter were very inadequate. Only preraks thought books were adequate and just one prerak reported that sports items were adequate.

Preraks information of TLM

Book & Stationery

Adequate = 3 Preraks

Not adequate = 6 Preraks

Sports items

Adequate = 3 Preraks

Not adequate = 6 Preraks

All the interviewed preraks were aware that youth learners were very keen on acquiring income-earning skills. Demand for training in industrial and household vocations was intense. They also perceived that youth expected CECs to arrange for vocational training.

7.3 Preraks' Profiles

7.3.1 24 Parganas (N)

The four selected CE centers in this district were started before the new millennium. One centre, NCEC (U), started in 1998 and the other three in 1999. Sexwise, two preraks each were males and females. All the four were trained before joining CEC/NCEC as prerak. All the preraks were graduates. However none of the preraks belonged to SC, ST or OBC category. Two Prreaks, CEC (R) and CEC (U) were from general category and preraks of the two NCEC^s were muslims. All of the preraks have today five years experience as preraks. However all of them reported they had not received their honorarium regularly. No prerak reported spending more than 3-4 hours for centre's work, unlike in Kerala. (Table 7.1.1)

Three of the four centers in Burdwan were started in 1997. Prerak of only one centre, CEC (R), is female. Preraks are not as highly educated as in 24 Parganas (N) centers; only one of them was a graduate. But like in 24 Parganas (N), none of the preraks were muslims and the other two were from general category. They were all experienced preraks, having worked for 5-6 years. But none devoted more than 3-4 hours to CEC/NCEC work, unlike in Kerala. No prerak reportedly had received the honorarium regularly. (Table 7.1.1)

Table 7.1.1 Profile of Preraks of CECS and NCECS (West Bengal)

	West Bengal							
	24 Paraqanas (N)				Burdwan			
	NCEC-R 1997	CEC-R 1997	NCEC-U 1997	CEC-U 1997	NCEC-R 2000	CEC-R 2000	NCEC-U 2000	CEC-U 2000
Year of Establishment								
Worked as VT in TLC								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-
Sex								
Male	-	0	-	0	0	0	0	-
Female	0	-	0	-	-	-	-	0
Trained for Preraks work								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-
Age Group								
15 to 25	-	0	-	-	-	-	-	-
26 to 35	0	-	0	-	-	0	-	0
39 to 45	-	-	-	0	0	-	0	-
46 to above	-	-	-	-	-	-	-	-
Qualification								
10 th	-	-	-	-	0	-	-	-
12 th	-	-	-	-	-	-	0	-
Graduated & above	-	-	-	-	-	-	-	0
Social group	0	0	0	0	-	0	-	-
SC								
ST	-	-	-	-	-	-	-	-
OBC	-	-	-	-	-	-	-	-
Muslim	-	-	-	-	-	-	-	-
General	-	0	-	0	-	-	0	-
Others	0	-	0	-	0	0	-	0
Period of Experience								
1 to 3	-	-	-	-	-	-	-	-
4 to 6	0	0	0	0	0	0	0	0
Do you get the honorarium in time								
Yes	-	-	-	-	-	-	-	-
No	0	0	0	0	0	0	0	0
Time spend in CE. Centre								
1 to 5	0	0	0	0	0	0	-	0
Full time	-	-	-	-	-	-	0	-

7.4 Preraks' Function and Perception

7.4.1 24 – Paraganas (N)

In this district preraks vented a number of difficulties. In the first place, ZSS involvement was formal and passive. This apart, the concrete difficulties were as under. Prerak of one CEC-rural (in Barasat block) said door-to-door campaign was expensive and time consuming; and secondly, musical instruments were not available for cultural activities. All preraks complained about non payment of honoraria; prerak of another CEC-rural in the same (Barasat) block said lack of sanitation facility had kept learners away from attending classes; three out of the four preraks complained about absence of electricity facility; even kerosene oil was not available in sufficient quantity for holding night class; preraks of CEC-urban and NCEC-urban said their constraint in holding classes was absence of TLM^s especially text books. No wonder that all of them candidly told that no learner had attended classes regularly. But they also said the existing TLM had very attractive get up. However, preraks also said that learners did not have time to attend classes regularly.

All preraks informed they organized lectures to educate villagers on quality of life, life enriching activities, rights and responsibilities of a citizen. The lectures, preraks said, are listened to attentively. In these very areas, dissemination of information, preraks said, helps. And they have done it, by hanging posters and charts at the centres. Three preraks informed they organized women related programmes; CEC-rural in Barasat block did not. The programme consisted mainly in formation of SHG^s. The SHG^s have worked usefully to women; doctors have lectured on RCH; cultural programmes were organized for the learners. It is surprising that such enthusiastic preraks have not involved or collaborated with NGO^s. (Table 7.2). Overall preraks' performance was 'very satisfactory'.

Burdwan ZSS is among the most active ZSS in respect of CE scheme. Particularly, awareness campaigns have been organized frequently and in almost all CE villages. The fact that preraks reported several difficulties in implementing CE activities should reflect preraks' concerns. Only those who involve in an activity would know where and what difficulties exist. Prerak at CEC-urban (Martpara municipality) listed 'no own building', absence of sanitation facilities, non availability of electricity, inadequate supply of TLM as his main constraints. Prerak at the CEC-urban in Ghuskara block said paucity of resources to help learners acquire income earning skills and inadequate number of text books were his main constraints; prerak at CEC-rural (Brammandi block) pointed to 'absence of musical instruments' and 'not owning a CEC building' were his the difficulties; prerak at another CEC-rural in same block said not owning a building, absence of sanitation facility in the existing building and non availability of electricity and even of kerosene oil were his difficulties. All preraks, these constraints notwithstanding, have organized several life

enriching and personality developing activities (Table 7.2). They have put in effort to disseminate information too on such activities. However, women related programmes were on a low key, as compared to CEC^s in 24-Parganas. Preraks did not involve or invite NGO^s to strengthen the programmes, reason being absence of NGO^s in the blocks. Thus, preraks here have concentrated on implementation of innovative programmes on their own. (Table 7.2). On the whole, preraks performance here was of 'B+' grade.

Table 7.2 Preraks functioning and perceptions (West Bengal)

	West Bengal							
	24-Pargana(N)				Burdwan			
	NCEC-R	CEC-R	NCEC-U	CEC-U	NCEC-R	CEC-R	NCEC-U	CEC-U
Difficulties of a prerak								
Skill creating materials (NA)	-	-	-	-	-	0	-	-
Time consuming house-to-house campaign	0	0	-	-	-	-	-	-
Honorarium not paid	0	0	0	0	-	-	-	-
Musical instruments (NA)	0	-	-	-	-	-	-	-
No building	-	0	0	0	0	-	0	0
No sanitation facility	-	0	-	-	0	-	0	0
No electricity facility nor kerosene	-	0	0	0	0	-	-	0
TLM not adequate in number	-	-	0	0	0	0	-	-
None	-	-	-	-	-	-	-	-
Learners attend classes regularly								
Yes	-	-	-	-	-	-	-	-
No	0	0	0	0	0	0	0	0
If no, reason								
Unavailability of TLM	0	0	0	0	-	0	0	0
Lack of interest	-	-	-	-	-	-	-	-
Non availability of time	-	-	-	-	-	-	-	-
TLM etc. adequate								
Yes	-	0	-	-	-	-	-	-
No	0	-	0	0	0	0	0	0
CE material, do they attract learners to attend class								
Yes	0	0	0	0	-	0	0	0
No	-	-	-	-	0	-	-	-
Organized activities under the programmes								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-
If yes, in what areas								
Health awareness and education	0	0	-	0	0	0	0	0
Vocational training	-	-	-	-	-	-	-	-
Agriculture	-	-	-	-	-	-	-	-
Personality Development	-	-	-	-	-	-	-	-
Cultural activities	-	0	-	-	0	0	0	0
Literacy Day	-	0	0	0	0	0	0	0
Identified areas in which learners require information to be disseminated about programme								
Yes	0	0	0	0	-	-	-	-
No	-	-	-	-	-	-	-	-
If yes, in what areas								
Earning opportunity	0	-	-	0	-	-	-	-
Skill building avenues	-	0	0	-	0	0	0	0
Received information on development programmes								
Yes	0	0	0	0	0	0	0	0
No	-	-	-	-	-	-	-	-

Table 7.2:Continued...

Organized specific programmes for women								
Yes	0	-	0	0	-	0	0	0
No	-	0	-	-	0	-	-	-
If yes, in what areas								
Cultural	0	-	-	-	-	-	0	0
Skill training	0	-	-	-	-	-	-	-
RCH programme activity	0	0	0	0	-	-	-	-
SHG formation	-	-	-	-	-	0	-	0
Organized collaborating programmes with NGO ^s								
Yes	-	-	-	-	-	-	0	0
No	0	0	0	0	0	0	-	-
Is CE programme sustainable in future								
Yes	0	0	0	0	-	0	0	0
No	-	-	-	-	0	-	-	-
If no, why								
Flow of Fund uncertain	-	-	-	-	-	-	-	-
Collaboration from other agencies uncertain	-	-	-	-	-	-	-	-
Scope for vocational training is limited	-	-	-	-	-	-	-	-

7.5 Beneficiaries Profiles (Table 7.3)

All but two of the 29 interviewed beneficiaries were mopped up learners. Nineteen of the 29 beneficiaries (more than 65 percent) were very young learners. Their age ranged between 15 and 25 years; four learners were past youth age viz. >35 years. In the West Bengal CEC^s and NCEC^s surveyed by over research team, more than 75 percent of the learners (22 of 29) belonged to SC group. We did not come across this large number of SC learners in the other four states. Sex ratio the favoured female learners, like in Rajasthan (19F: 10M). But unlike in Rajasthan, majority of learners in the West Bengal CEC^s and NCEC^s did not have employment status; the 19 learners reported that they were housewives. Learners' exposure to media was high. In this respect too they distinguish themselves from learners in other states. Here, 24 of the 29 beneficiaries said they 'always' listen to radio; 23 learners said they have 'always' watched TV. However, fewer learners have participated in gram panchayat meetings; only 10 learners said they have attended, but only 'sometimes'. They have 'never' interacted with government officials either.

7.6 Beneficiaries responses (Table 7.4)

All the 29 interviewed beneficiaries said they were aware that EP and QLIP were being implemented in their CEC^s/NCEC^s. All said also that the two programmes had influenced their lives. For instance, all were now aware on the legal age at marriage. They had awareness now of HIV/AIDS; 21 of 29 beneficiaries said they were aware that all children under five years of age should be immunized. No beneficiary, however, reported that his/her earnings levels had improved. Fair enough, because EP and QLIP are not economic programmes. But some beneficiaries (12 to be exact) could now interact with government officials. Learners however said that they have not got opportunity to acquire vocational skills. The CEC^s have not helped them. Just two learners said they had received training in leather tanning for which the prerak had organized the facilities.

Table 7.3: Beneficiaries' Profile: West Bengal

Charasteris		24 Paraganas (N) District (n=14)				Burdwan District (n=14)			
		CEC		NCEC		CEC		NCEC	
		rural	urban	rural	urban	rural	urban	rural	urban
Literacy Status	mopped up	7	2	-	3	6	6	-	3
	neoliterate	-	2	-	-	-	-	-	-
Age group	15-25	3	2	-	3	4	5	-	2
	26-35	2	2	-	-	1	1	-	-
	> 35	2	-	-	-	1	-	-	1
Social group	SC	3	4	-	3	5	4	-	3
	ST	1	-	-	-	1	2	-	-
	OBC	-	-	-	-	-	-	-	-
	General	-	-	-	-	-	-	-	-
	Muslim	2	-	-	1	-	-	-	-
Sex	male	3	1	-	1	2	2	-	1
	female	4	3	-	2	4	4	-	2
Employment status	wage employment	-	-	-	-	-	1	-	1
	employment	1	-	-	-	-	1	-	1
	agricultural labourer	1	-	-	1	1	1	-	-
	housewife	3	3	-	2	4	3	-	2
	unemployed	2	1	-	-	1	-	-	-
Listen radio	always	6	2	-	3	5	5	-	3
	some times	1	-	-	-	1	1	-	-
	rare	-	-	-	-	-	-	-	-
	never	-	2	-	-	-	-	-	-
Watch TV	always	6	2	-	3	4	5	-	3
	some times	1	2	-	-	2	1	-	-
	rare	-	-	-	-	-	-	-	-
	never	-	-	-	-	-	-	-	-
Read newspaper	always	-	-	-	-	1	-	-	-
	some times	2	3	-	-	4	5	-	3
	rare	-	1	-	1	-	-	-	-
	never	5	-	-	2	1	1	-	-
Attend gram panchayat meetings	always	-	1	-	-	-	-	-	-
	some times	3	-	-	1	2	3	-	-
	rare	-	-	-	1	-	1	-	3
	never	4	3	-	1	4	2	-	-
Meet Government officials	always	-	-	-	-	-	-	-	-
	some times	-	1	-	1	-	-	-	-
	rare	-	-	-	-	-	-	-	-
	never	7	3	-	3	4	6	-	3

Table 7.4: Beneficiaries responses in the sample CEC^s and NCEC^s/ West Bengal

Characteristics	Burdwan District (n=15)			
	CEC		CEC	
	rural	urban	rural	urban
1. Are you told about CE programme/s				
▪ Yes	8	6	6	9
▪ No	-	-	-	-
2. If yes, which one/s				
▪ EP	8	6	6	9
▪ IIPP	-	2	-	-
▪ QLIP	5	5	2	3
▪ IGP	-	1	-	-
3. Has EP influenced you				
▪ Yes	8	6	6	9
▪ No	-	-	-	-
4. If yes, in what respect /s				
4a Awareness on				
▪ Legal age at marriage	8	6	8	6
▪ Risks of HIV/AIDS in unprotected sex	8	5	8	6
▪ Serving more and more fluid to diarrhoea patient	4	4	-	4
▪ Immunization of all under - 5 children	6	6	3	6
4b. Economic				
▪ Earnings have increased	-	-	-	-
▪ Savings habit is formed	-	-	-	-
4c. Self – related				
▪ Self confidence increased	1	2	2	3
▪ Participated in village events and activities	3	2	-	1
▪ Interacted with Government officials	1	6	2	3
▪ Started reading newspaper	2	4	-	3
5. Did you receive training in any vocation				
▪ Yes	-	-	2	2
▪ No	8	6	-	-
6. If yes,				
▪ At your CEC/NCEC			2	2
▪ Elsewhere, with prerak's help	-	-	-	-
7. Who selected the vocation for you				
▪ My self			2	2
▪ Prerak			-	-
▪ Both of us			-	-
8. Was it right choice				
▪ Yes			2	2
▪ No			-	-
9. If yes, was training duration adequate				
▪ Yes			1	2
▪ No			-	-
9a. If no, should it have been				
▪ One week more			-	-
▪ Two weeks more			1	-
10. Was training content satisfactory				
▪ Yes			1	2
▪ No			1	-
10a. If no, did you talk about it to your prerak				
▪ Yes			-	-
▪ No			1	-
11. Did you attend training regularly				
▪ Yes			2	2
▪ No			-	-
11a. If no				
▪ Lack of time				
▪ Distance Factor				
▪ Vocation was not my choice				
▪ There was additional personal expenditure involved				
12. As the training increased your employment prospects				
▪ Yes			2	2
▪ No			-	-

7.7 Cobweb and Force Field rating of CE Programmes

7.7.1 Preceding two sections described factors that possibly were shaping the structures and performance of CEC^s\NCEC^s and the CE programmes. The perceptions of both preraks and beneficiaries were analysed. In this section, attempt is made to scale the perceptions, with the aid of Cobweb and Force Field.

Cobwebs provide visual description of performance gap in a development programme. Performance gap is, the distance between expected outcomes from the programme and the actual outcomes from the programmes; larger the distance, wider is the gap and vice versa. Field force diagrams provide visual description of the causes that explain the performance gap. Causes which keep the gap narrow it out are called 'push' factors. In reverse case, causes which widen the gap or keep the gap wide are called 'pull' factors. The two diagrams whose standard shapes are shown below were used in the present study. We employed them for assessing both Preraks' perceptions and beneficiaries' perceptions. Their perceptions on the levels of the gap and levels of the push and pull factors are tabulated below.

7.7.2 Rating by the beneficiaries (Table 7.5)

Twenty five beneficiaries were interviewed. All of them rated programmes performance positively. On EP, eleven of them rated it highest that is, performance gap was negligible; 16 of the 29 beneficiaries, said the gap was insignificant. On IIPP, similarly, 22 beneficiaries said the gap was insignificant, another two said it was negligible. On QLIP too, 21 beneficiaries said performance gap was insignificant; only six beneficiaries said the gap was quite significant. IGP also elicited same pattern of rating (Table 7.6)

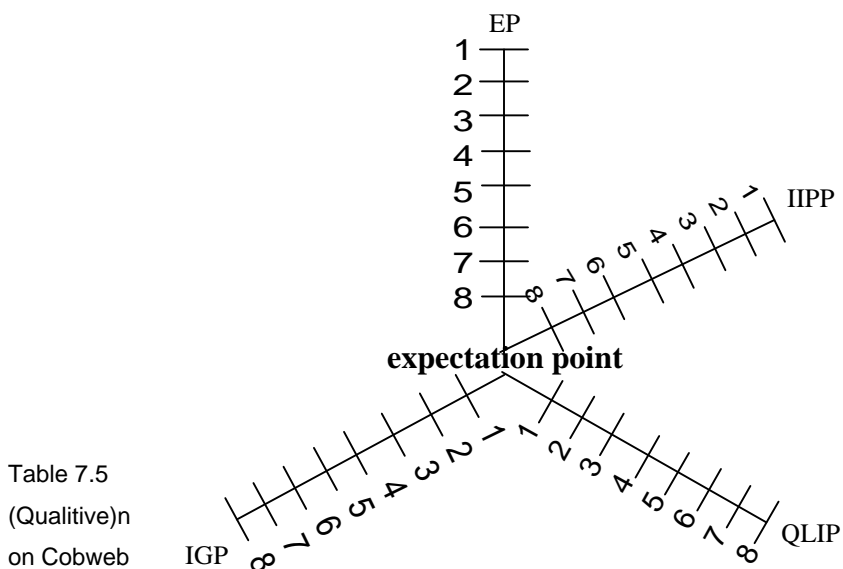
7.7.3 Rating by the Preraks (Table 7.5)

Preraks were, however, skeptical. Five of the eight preraks said performance distance was notably significant and another two said it was quite significant. On the IIPP, three each said it performed quite insignificantly and quite significantly. A few preraks (three actually) had found QLIP performance satisfactory. The gap was insignificant. On the whole, preraks were not happy about the programmes they were organizing.

7.7.4 Preraks' rating of stimulators and inhibitors of the CE programme (Table 7.6)

Consistent with this perception preraks emphasized inhibitors over stimulators, of the CE programmes. Three of them said inhibitors were acting on EP strongly and another three said it was acting very strongly. Two preraks said inhibitors were acting strongly on IIPP and another two said the influence was very strong. Even QLIP faced the force of inhibitors, according to preraks (Table 7.7)

The Cobweb



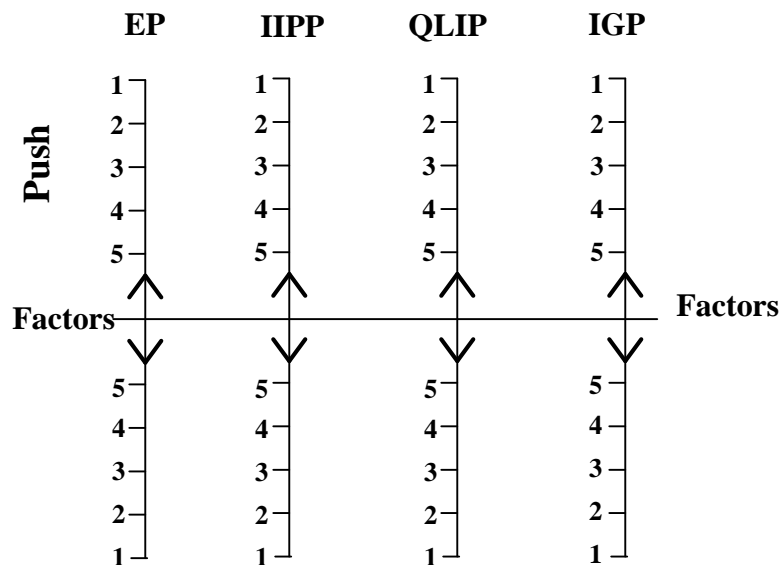
EP : Equivalency Programme
 IIPP: Individual Interest Promotion Programme
 QLIP: Quality of Life Improvement Programme
 IGP: Income Generating Programme

beneficiaries and Preraks, of the CE programmes. West Bengal

Scaling of the performance gap (From low to high)	Number of <u>Beneficiaries</u> responding (n=29)				Number of <u>Preraks</u> responding (n=9)			
	EP	IIPP	QLIP	IGP	EP	IIPP	QLIP	IGP
distance negligible	11	2	2	4	-	1	-	-
distance insignificant	16	22	21	19	1	1	3	1
distance significant distance quite significant	2	5	6	3	2	3	2	2
distance notably significant distance notably significant	-	-	-	3	5	3	2	2
expectations not fulfilled	-	-	-	-	-	-	1	-
expectations not realizable	-	-	-	-	-	-	-	-

Force Field

(no. of respondents preraks interviewed =



EP : Equivalency Programme
 IIPP: Individual Interest Promotion Programme
 QLIP: Quality of Life Improvement Programme
 IGP: Income Generating Programme

1 = somewhat mild
 2 = mild
 3 = somewhat strong
 4 = strong
 5 = very strong

Table 7.6 (Qualitative) rating on Force Field by Preraks, of the CE programme. West Bengal

Push factors: Stimulators (From low to High)	Number of Preraks responding (n=8)			
	EP	IIPP	QLIP	IGP
Somewhat mild	-	1	-	-
Mild	1	2	-	-
Somewhat	-	-	-	-
Strong -	-	-	-	-
Very strong	-	-	-	-
Pull factors: Inhibitors (from low to high)				
Somewhat mild	-	-	-	-
Mild	-	-	3	1
Somewhat strong	1	3	2	-
Strong	3	2	-	-
Very strong	3	2	2	1

APPENDIX 7.1 IMPLEMENTATION OF CE PROGRAMMES IN BURDWAN

While the progress in terms of growth in the number of CEC is slow and even where they have been started only in few of the established centres of CE programmes progressing satisfactorily nonetheless CEC and NCECs surveyed by us had carried out a number of activities under each one of 4 programmes. We find that compared to the other four states studied by us, Burdwan ZSS not so much as 24 programmes (N) ZSS implemented the four programmes in diverse areas and they need mention.

A. Under quality of Life Improvement Programme, the ZSS Burdwan has so far implemented following activities.

- Karate training of tribal Neo-literates- Residential Karate training was organized for tribal New-literates girls. The training was of 15 days's duration. Along with Karate training, the participants underwent training in Smokeless, Chulla, Sanitation, Polutry keeping and on legal rights. This was organized in order to make them self-reliant.
- Health, small savings etc. Departments in the districts are holding meetings and trainings at he CECs. Training on Rural Sanitation and Smokeless Chulla Smokeless Chullah" with the aid and advice or WEBREDA. They are now working as Resource Persons.
- BZSS have implemented IEC Programme on RCH (Reproductive Child Health) through CECs. See Box Below.

B. Under Income Generating Programme the following activites are in observation to improve the learners material life.

- Formation of milk-co-operative with the learners of CECs with help of women's Milk producers' co-operative in the Dist. A few such co-operatives have been formed.
- A girl, fishery and animal husbandry Deptts., are holding their departmental training and meeting at CECs.
- Self Help Groups with learners of CECs are being formed in collaboration with NABARD, Burdwan Gramin Bank and other commercial banks. Already 220 nos on such groups formed.
- Training on Vermiculture, floriculture, tube well repairing etc. would be imparted to preraks and learners under the guidance of Burdwan University.
- Two lacks of different species of fruit saplings have been distributed to women learners of CECs. The saplings were supplied by DFO, Burtwan and Durgapur.

C. Under Individual interest promotion programme.

- Each centre has identified the cultural local resources like musicians, drama groups etc. with whose help and guidance the cultural activities are practiced by the learners.
- The CECs, which have exclusively Tribal Musical Instruments. Workshop with tribal musical experts held in collaboration with Padmaja Naidu College of Music under Burdwan University.
- Traditional folk songs had been collected through the preraks and after scrutiny by experts different specimens of folk songs had been documented by publication of a book.
- Observance of different days: CECs observe different Important days like, Independence Day, Republic Day, International Literacy Day, Rabindra Jayanti etc.

D. Other activities

- Construction of Jana Siksha Prasar Bhawan
- Jana Siksha Prasar Vibhag for the neo-literates at a few sponsored public libraries.
- Education at the Door step:- This is an innovative project launched on 8th September 2000.
- Publication of Books for Neo-literates
- Publication of a monthly News Magazine
- BZSS and Education for all programmes
- District Resource Unit (DRU)

APPENDIX 7.2

ASPECTS TO BE COVERED IN EVALUATION OF CEP

Eight aspects are listed below which should be covered in the evaluation of a CEP. These cover all the junctions specified in the policy document. Since these will be covered by the ZSS over a period of time there has to be a specific focus in various evaluations and appraisals to be carried out. The objective of evaluation of a CEP is to assess the actual performances in relation to what was proposed in the project submitted by the ZSS and approved by the SLMA/NLM in respect of each of these eight aspects.

1. Establishment of Continuing Education Centres

- Locational Appropriateness
- Numerical Adequacy
- Physical Structure
- Furniture and Equipment
- Books and Reading Material
- Personnel and their Training
- Any other items/assets

2. Core Functions of Nodel and CE Centres

- Support Functions of Nodel Centres
- Library
- Reading Room
- Information Centre
- Development Centre
- Sports Centre
- Target Specific Functional Programmes

3. Equivalency Programmes

- Types of programmes taken up
- Collaborative efforts by ZSS with State Resource Centres
- Networking with the NOS/SOS/NGOs
- Certification
- Benefits accrued to the learners

4. Income Generating Programmes

- Selection of vocations/trades/skills
- Whether need-based
- Method of selection
- Delivery system: Feed back from beneficiaries
- Networking and coordination mechanism with various development agencies
- Benefits accrued to the learners

5. Quality of Life Improvement Programmes (QUIPs)

- Enlisting the educational programmes taken up by ZSS under various quality of life indicators
(Family Welfare, Health, Nutrition, Drinking Water, Sanitation, Population Education, Environment, Social Services, Communal Harmony, Transportation etc.)
- Delivery system of education programmes
- Presentation methods

6. Individual Interest Promotion Programmes (IIPS)

- Methods of identification of interested individuals
- Methods of knowing individual interest areas
- Resource information on identified interest areas
- Efforts made to cater to the needs of the identified areas
- Facilities/ guidance provided and for how many networking and coordination of relevant agencies
- Feedback from beneficiaries

7. Performance of Mopping up Operation

- Door to door Resurvey by ZSS
 - (a) Methodology: What, How, When, By Whom
 - (b) Lists of learners under mopping up
- What was mopping up target?
 - (a) Unenrolled non-literates
 - (b) Drop-outs during TLC/PL
 - (c) Learners still to complete P-III & those who could not achieve NLM norms
 - (d) New entrants
- Efforts made to cover the above four categories
- Arrangements for teaching learning
- Availability of primers

- Testing learners on sample basis
- Estimation of district level achievement on the basis of above testing
- How many reached NLM norms?
- How many still to reach?

8. Other Aspects

- Mahila Mandals
- Yuvak Mandals
- Women's Thrift Groups
- Volunteer Groups
- Cultural Groups
- Other fall outs

Focus in various Evaluations and Appraisals

The focus of the three external evaluation should be as follows:

- 1st Evaluation : Administrative and Organisational aspects
- 2nd Evaluation : Programme implementation and processes
- 3rd Evaluation : Sustainability of CE along with programme implementation and processes.