

Policy

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Evaluation

APPEAL Manual for Planning and Management of Literacy and Continuing Education (AMPM)

Volume III

**MANAGEMENT OF LITERACY
AND CONTINUING EDUCATION**



UNESCO PRINCIPAL REGIONAL OFFICE FOR ASIA AND THE PACIFIC, BANGKOK

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APPEAL
Manual for Planning
and Management of Literacy
and Continuing Education
(AMPM)

Volume III

MANAGEMENT OF LITERACY
AND CONTINUING EDUCATION



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PREFACE

The Asia and Pacific Region still have more than seventy-five per cent of the world's illiterate population. Even though high rates of illiteracy are a serious problem mainly in the South Asian countries, certain other countries such as China, Indonesia and Papua New Guinea continue to have a substantial number of illiterates in absolute terms. Furthermore, some countries which had earlier claimed to have achieved more than 80 per cent literacy rates have been, on re-examination, finding that many among these literate people are not yet functionally literate. Thus the provision of basic literacy skills through formal as well as non-formal means continues to be a major concern for several countries of the Region.

Moreover, many people in the developing countries of the Region do not acquire adequate levels of mastery in basic learning skills during their primary schooling and most of those who graduate from primary schools do not continue their education. These people need different types of learning opportunities in order that they retain and improve their basic learning skills, and can continue to acquire new sets of knowledge and skills on a life-long basis. Thus, organization of continuing education programmes of various types in a need-based fashion has become equally essential for the development of human resources in these countries.

Although the importance of literacy and continuing education has been well recognized in many countries in Asia and the Pacific, the implementation of programmes has been considerably hampered due to the absence of systematic arrangements of planning and management in these areas. It is often realized that planning and management of literacy and continuing education demands new perspectives in terms of knowledge and skills for systematizing the processes of planning and management of these sectors. However, professionals concerned

with education planning and management have been mainly preoccupied with formal education systems only. It is with a view to bridging this gap and offering a set of resource material for planners and administrators of literacy and continuing education programmes that this manual has been prepared by UNESCO PROAP with the active participation of planners and managers of literacy and continuing education programmes in the Member States of UNESCO in the Region.

Firstly, UNESCO Principal Regional Office for Asia and the Pacific (PROAP) organized a Sub-Regional Workshop on Planning Strategies for Literacy and Non-formal Education, on 3-10 September 1990 in Quezon City, the Philippines, and developed the draft APPEAL Manual for Planning and Management of Literacy and Continuing Education (AMPM). The draft was then revised and improved by the Expert Meeting held in Thailand, on 15-19 April 1991. The manual has attempted to combine theory and practice of Planning and Management of Literacy and Continuing Education in the Asia and Pacific Region. Since this manual is the outcome of the concerted efforts of a large number of field functionaries as well as experts in literacy and continuing education in the Region, UNESCO would like to express its heartfelt thanks to all of them for their valuable contributions.

The manual consists of four volumes:

- Volume I : Policy Framework for Literacy and Continuing Education
- Volume II : Planning for Literacy and Continuing Education
- Volume III : Management of Literacy and Continuing Education
- Volume IV : Monitoring and Evaluation of Literacy and Continuing Education

Contents of each volume have been presented in the form of several Units dealing with the different dimensions involved. The main focus of all the Volumes is planning and management of literacy and continuing education at the National level. However, the contents of several Units are equally applicable and useful to those engaged in literacy and continuing education activities at sub-national and local levels as well. Nevertheless, it should be remembered that the contents of the Manual are somewhat broad and generic as the concern has been to make it generally relevant to all the countries of the region. It is expected that practitioners in different countries would adapt the manual with suitable modifications in order to make it more country-specific and locally relevant.

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Introduction

Management of literacy and continuing education programmes do not seem to have received adequate attention in many countries. It should be recognized that the traditional approaches to management are essentially oriented to management of organizations with well-defined structure and functions which are somewhat static in nature. In contrast, literacy and continuing education consist of field based activities and therefore demand people-oriented management strategies which are dynamic, non-formal, flexible and adaptive to quickly changing operational settings. Also the traditional processes of management have to give way for new approaches which are underlined by the principles of participation and community involvement. Obviously, the personnel required to operate such management systems would require special orientation. It should therefore be necessary to analyze and understand the specific requirements of management of literacy and continuing education programmes in each country in a context specific manner. This would require us to answer a number of specific questions. Some of these questions are:

- What kind of organizational arrangements have to be created at various levels for effective management of literacy and continuing education programmes?
- What are the principles of management which have special relevance to the implementation of literacy and continuing education programmes?
- What are the various alternative strategies appropriate for implementing literacy and continuing education programmes?
- What are the different kinds of personnel required for implementing various literacy and continuing education programmes? What are their training requirements?
- How to create proper co-ordination and linkage mechanisms among various agencies, government and non-government, for effective implementation of literacy and continuing education programmes?

- What are the specific measures to be initiated for managing the literacy and continuing education programmes at the grassroots level?

It is needless to specify that there cannot be a standard answer to these questions which are applicable to all countries. Relevant answers have to be derived within the context of each country looking to various factors. Every country has its own politico-administrative arrangements. Management of literacy programmes have to be designed keeping these country specific requirements. The general administrative arrangements and various socio-cultural factors characterizing each country will have to guide us in finding appropriate answers to the various questions raised above. What is attempted here is to elaborate the various dimensions involved and to suggest broad directions in which a planner and administrator of literacy and continuing education programme can proceed.

Unit I

ORGANIZATIONAL ARRANGEMENTS

1. Administrative Structures
2. Technical Support System

Organizational Arrangements

Creation of appropriate organizational structures is essential for effective planning, management and implementation of literacy and continuing education programmes. These structures should, on the whole, be able to satisfy the needs of planning and management as well as providing academic and technical support for the programme at various levels and stages of implementation. Accordingly, Organizational arrangements for literacy and continuing education would fall into two broad categories, namely, administrative structures and technical support system. It may be mentioned that some organizational arrangements are already available in many countries for implementing literacy and continuing education programmes. However, in many cases, the attempt has been to create layers of administrative structures without the establishment of corresponding organs for providing academic and technical support structures. As a result, the programme planning and management often lacks technical support capabilities. Some broad guidelines are indicated here for the creation of administrative and technical support structures for operating literacy and continuing education programmes in an effective manner. The framework (Diagram 1.1) described here is only suggestive. Each country will have to evolve suitable structures taking into account the various specific background characteristics of the country. Organograms representing the existing organizational arrangements in three countries of the Region, namely, Philippines, Thailand and Indonesia, have been presented in the Appendix as illustrative models.

1. Administrative Structures

Administrative structures for literacy and continuing education can be visualized at four different levels, namely, (1) National, (2) Regional or Provincial /State Level, (3) District Level, and (4) Community/Local/Village Level. Even though, four different levels are specified, they should not be taken to represent a bureaucratic arrangement involving a vertical hierarchy. The administrative structures in each country will have to be evolved keeping in view the various country specific factors. However, some guidelines can be indicated for the functions and responsibilities of the structures at various levels.

In broad terms, the administrative structures will have three specific roles to play, namely, planning, management and supervisory. Needless to emphasize that these roles are interrelated and not mutually exclusive.

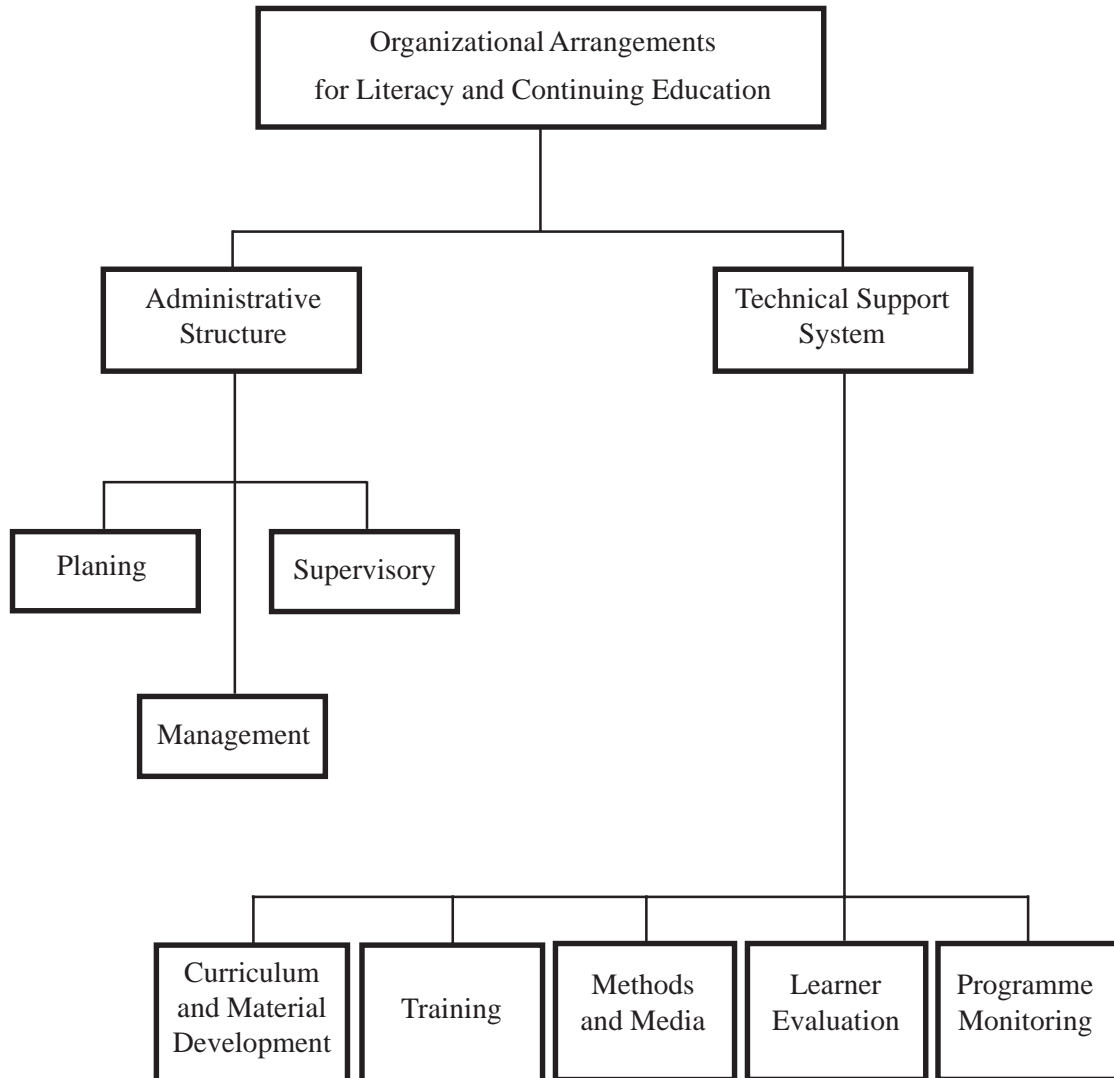
National Board, Council or Committee on Literacy and Continuing Education

These bodies may be composed of representatives from government as well as non-government organizations. As the national body responsible for planning and administration it should have adequate representation for various geographical, linguistic and ethnic units of the country. Specific functions of the body may be:

- a) To establish an integrated and co-ordinated national policy on literacy and continuing education.
- b) To formulate goals and directions of a programme of literacy and continuing education at the national level.
- c) To formulate programmes and project guidelines for implementing literacy and continuing education activities in the country.
- d) To co-ordinate the roles of various government and non-government organizations engaged in literacy and continuing education.

- e) To mobilize public opinion and resources for the promotion of literacy and continuing education programmes.

Diagram 1.1



Regional or Provincial/State Level Board on Literacy and Continuing Education

As in the case of the national level structure, the regional or state level administrative set up also is mainly concerned with planning and management of the programmes. In addition, it is also necessary for the administrative structure at this level to set concrete targets and formulate specific projects suitable for different subsections of the population. The personnel operating at this level will also be involved in supervising and monitoring the programmes and projects. It is also necessary that a direct rapport is maintained with field level organizations, government as well as non-government, instead of operating only through the subordinate offices at the district or sub-district levels.

District Board/Council or Committee on Literacy and Continuing Education

This body operating at the District level has a crucial role to play for ensuring successful implementation of literacy and continuing education programmes. Unlike the state and national level structures, the District Board has to take up the task of micro-planning and direct supervision of the field level operations. It is the responsibility of this body to carry out need assessment surveys and evolve locally specific curricula and instructional material. Another function to be performed at this level is to develop integrated plans of action for the district indicating the specific roles and responsibilities of different agencies and individuals functioning at the field level. This body will also function as liaison between the state level planning and management bodies and the local level organizations. The District Level body would also have the responsibility of giving feedback to mass media organizations which would normally operate at national/state levels.

Community/Local/Village Level Committee on Literacy and Continuing Education

This is the body directly responsible for operational activities at the field level. The major functions of this body are:

- a) to mobilize community involvement in the organization of literacy/continuing education centres;
- b) enlist learners for participation in literacy and continuing education programmes; and
- c) to supervise the conduct of literacy and continuing education classes in the community.

2. Technical Support System

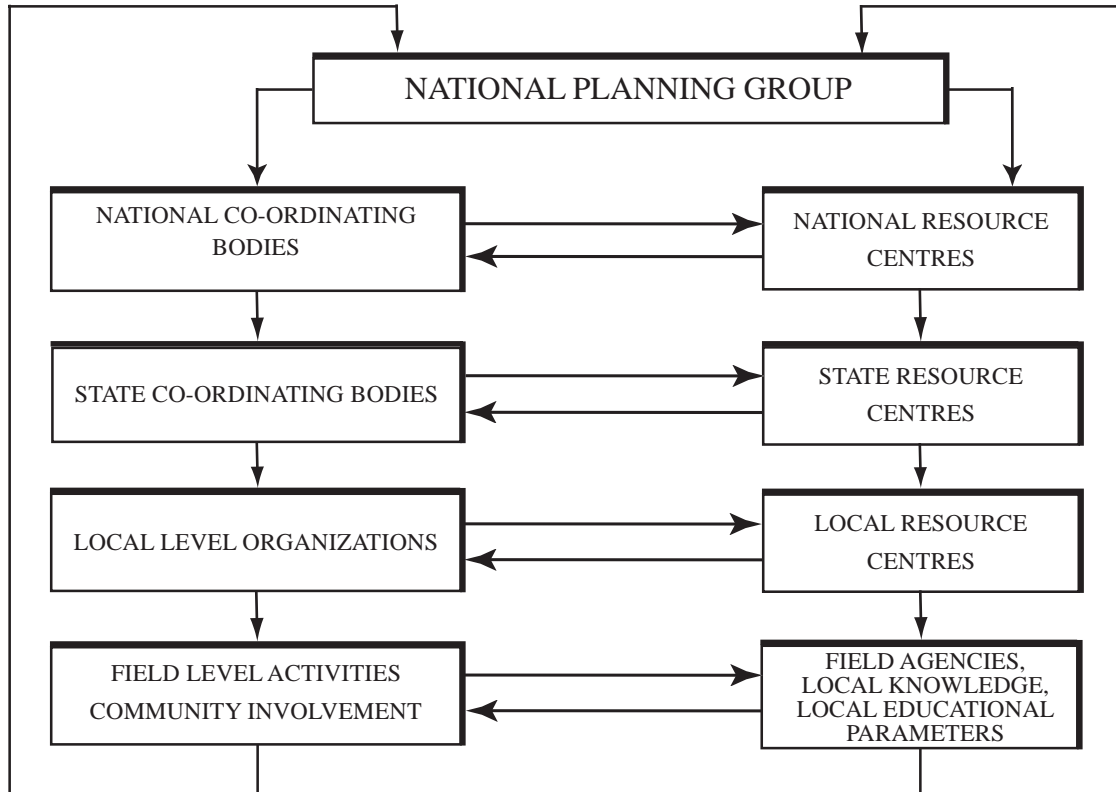
As noted earlier, apart from creating administrative structures, it is necessary to create structures that provide academic and technical support for the operational activities at various levels. These structures operate as Resource Centres that generate necessary human and instructional resources. For this purpose, we may visualize a three-tier system from national to district level. These Resource Centres would also assist the authorities at the respective levels in the task of planning and management of literacy and continuing education through suitable R & D activities.

Broadly, the Resource Centres will have to focus on five sets of activities. These are (a) Curriculum and material development, (b) Training of personnel, (c) Designing methods and media, (d) Learner evaluation, and (e) Programme monitoring. While this is a common set of activities applicable to the Resource Centres at all levels, the specific focus would differ from one level to another. For instance, the National Level Resource Centre may mainly focus on the training of top level policy makers, planners and administrators whereas the District Level Resource Centre would directly be concerned with equipping the field level functionaries such as supervisors and instructors with necessary knowledge and skills.

Similarly, the national resource centre may formulate the broad curriculum policy and framework and develop only broad guidelines and prototype instructional materials. The state or provincial level centres would be required to develop instructional material to be actually used; district units may develop suitable adaptations of these material for making them local specific.

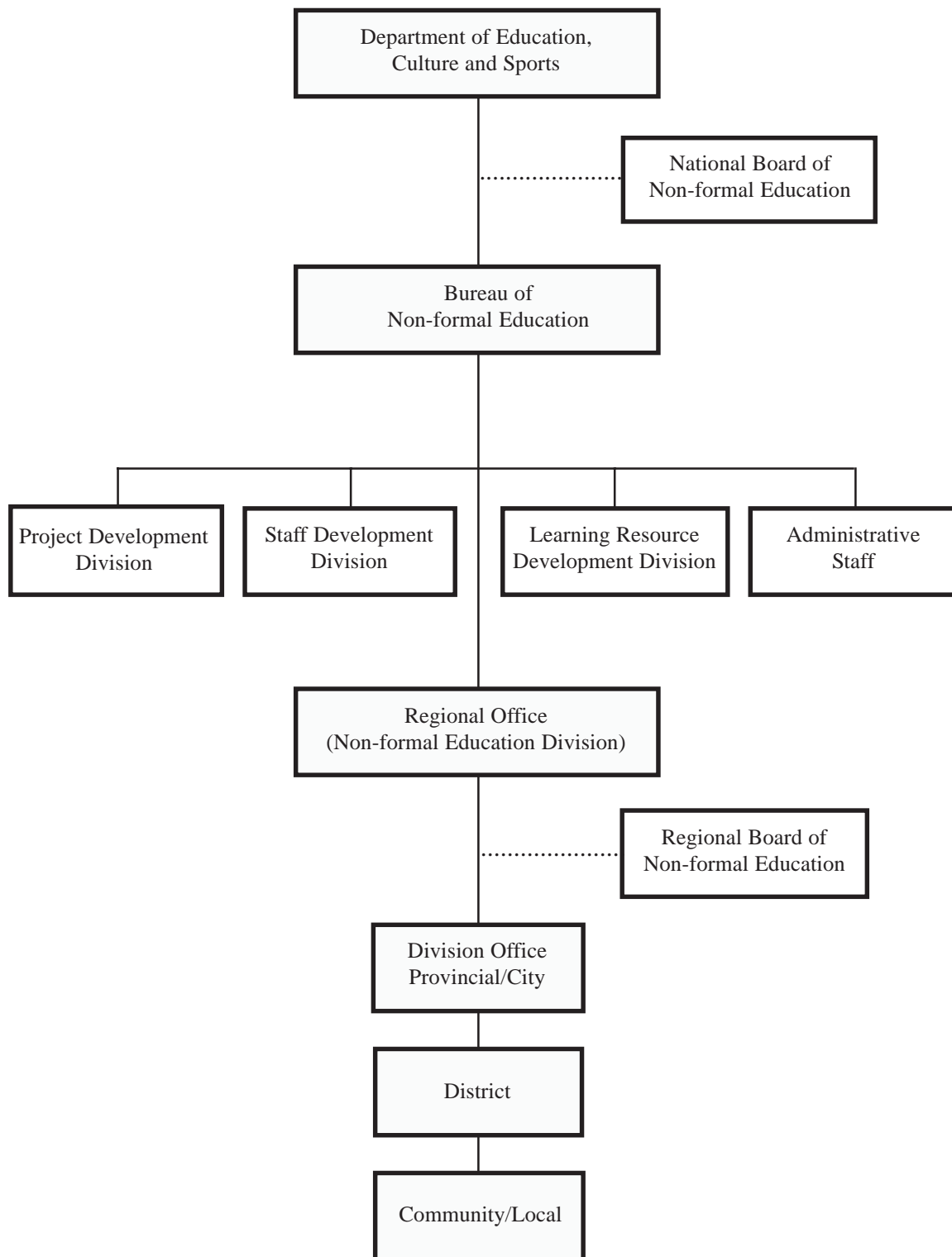
The overall organizational arrangements for literacy and continuing education and the relationship between the administrative or co-ordinating bodies and the technical support system at various levels can be as indicated in Diagram 1.2. It may be noted that in many countries, certain structures for educational administration already exist. In such cases it may be desirable to only augment these structures and redefine their functions and responsibilities to effectively perform their respective roles with regard to literacy and continuing education programmes. For instance, in certain countries the adult education bodies focus only on literacy programmes as a result of which, post-literacy/continuing education programmes are not properly streamlined. In such cases it may be desirable to expand the scope of operation of these bodies to include continuing education also. Similarly, village education committees may already be operating in some communities for monitoring the activities of the formal primary schools. These committees may be assigned the task of overseeing literacy and continuing education activities also. It is in this perspective that the framework suggested in this section should be viewed and adopted to suit the requirements of different countries. The existing organizational arrangements in three countries of the region are given in the Appendix.

Diagram 1.2
National Management Framework for
Literacy and Continuing Education



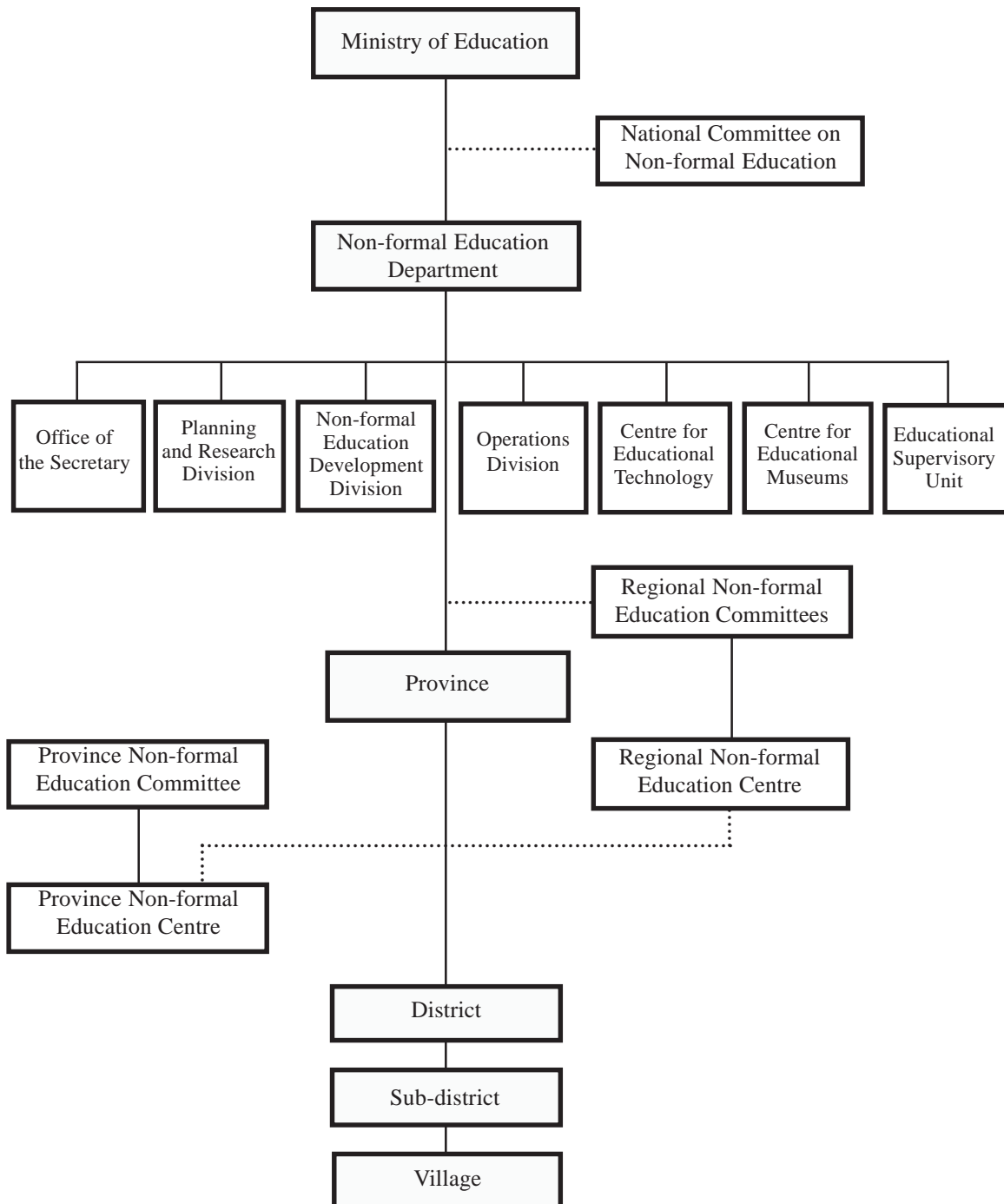
Appendix I

BUREAU OF NON-FORMAL EDUCATION ADMINISTRATIVE STRUCTURE (PHILIPPINES)



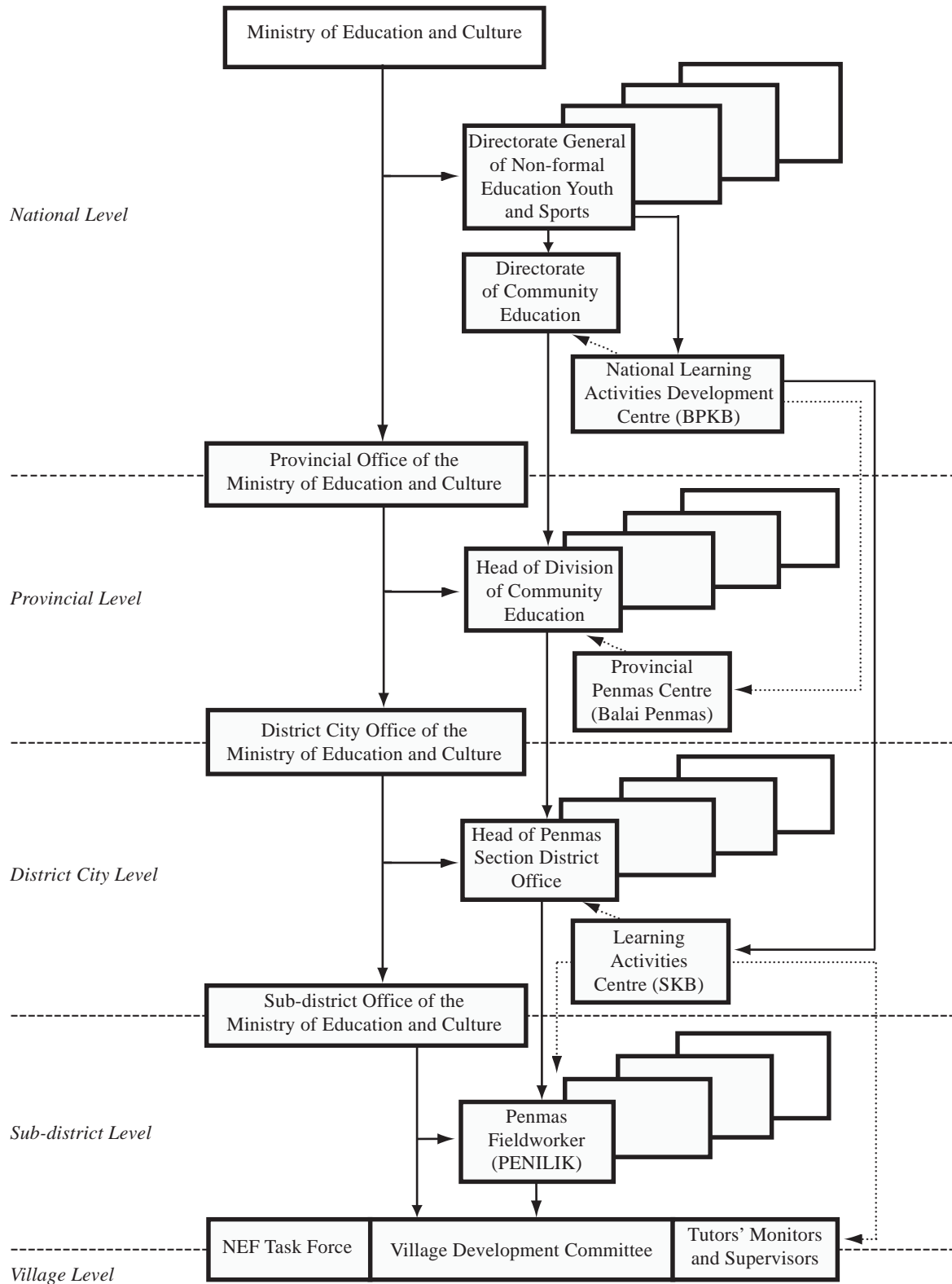
Appendix II

ADMINISTRATIVE STRUCTURE OF NON-FORMAL EDUCATION DEPARTMENT (THAILAND)



Appendix III

OPERATIONAL LEVELS OF NFE PROJECT (INDONESIA)



Unit II

MANAGEMENT PROCESSES

1. Decentralized Decision Making
2. Participatory Management
3. Community Involvement
4. Mass Campaigning

Management Processes

Management of literacy and continuing education programmes has not received adequate attention in many Countries. It should be recognized that the traditional approaches to management are essentially oriented to management of industrial organizations involved in production activities with well-defined structure and functions. In contrast, literacy and continuing education programmes consist of field based activities and therefore, demand people oriented management approaches which are dynamic, field-based, flexible and adaptive to quickly changing settings. No standard practices can, therefore, be prescribed for managing literacy and continuing education programmes. One can only indicate certain broad principles that are considered people oriented and field based. Three such basic principles that characterize effective literacy and continuing education programmes are briefly discussed in this unit.

1. Decentralized Decision Making

One of the basic requirements for managing literacy and continuing education programmes is to shift the authority for decision making and management lower down the ladder by decentralizing the process of decision making. Centralized management processes tend to create unnecessary hierarchies and lead to delays in decision making. They are also likely to be less sensitive to the field level reality. In fact, literacy programmes invariably operate with loosely structured groups of people and keep changing in terms of location of operation, people involved, specific objectives, strategies adopted and so on. Therefore, it is necessary to have greater decentralization in the decision making process with respect to literacy and continuing education programmes.

Precise form of decentralization of authority varies from one country to another depending upon the context in which planning and management is being carried out. It can broadly take three different forms. In some cases it may only involve *deconcentration* of power wherein the decision making authority is shared by a number of persons who are by and large operating at the same level in the administrative hierarchy. *Delegation* of authority is another form of decentralization involving transfer of decision making authority to semi-government organizations, special projects or implementation units at the regional/local level which can often operate outside the government regulations or may act as agents for the state in performing certain functions. Decentralization may also involve *devolution* of authority implying transfer of functions and decision making authority from central government to local governments.

It may be mentioned that decentralization demands greater capacity on the part of local leadership and organizations to perform more numerous and complex field level functions accompanied by full visualization of the possible consequences of each decision. Irrespective of the specific form that decentralization may take in different countries, a number of positive points can be listed in favour of decentralizing the decision making process. Some of these are:

- a) Decentralization allows development plans and programmes to be tailor made to effectively meet the needs of heterogeneous regions and groups;
- b) Decentralization allows greater representation for various political, religious, ethnic, and tribal groups in development decision-making leading to greater equity;
- c) Decentralization leads to the development of greater administrative capability among local functionaries and institutions;
- d) Decentralization relieves top management officials of routine tasks, thus freeing these political leaders and administrators to plan more carefully and supervise more effectively the implementation of development plans and policies;
- e) Decentralization provides a structure or geographical base which can be effectively co-ordinated by local leaders and non-governmental organizations within various regions; and
- f) Decentralization allows for better political and administrative arrangement for 'penetration' of national government policies and programmes into remote areas where government plans remain often unknown to the people or are undermined by local elites. This is one of the important effects of decentralization which strengthens the national governments by mobilizing the weaker and the disadvantaged sections behind the development programmes.

2. Participatory Management

A second management principle that would characterize effective literacy and continuing education programmes is participatory management. It needs to be recognized that, in most cases, participants in literacy and continuing education programmes are themselves adults and are capable of participating in the management of various activities. Further, participatory management in contrast to non-participatory authoritative management help increase the involvement of learners in the learning process and

enhance their commitment to achieving the specified objectives. In fact, participatory management is applicable not only for the organization at the local level. Rather, the principle should be adopted at all levels of management. Some of the distinct advantages of participatory management and its relevance to literacy and continuing education programmes are highlighted in the comparative analysis of ‘Authoritarian’ and ‘Participatory’ management approaches given below.

AUTHORITARIAN		PARTICIPATORY	
1.	Decision-making and control is at the top.	1.	Decision-making and control is at all levels.
2.	Management is unilateral and based on conformity and dependence.	2.	There is interdependence and co-operation among all members.
3.	Tasks are specialized.	3.	Tasks are constantly enlarged and efforts are made to increase people’s understanding of the whole endeavour.
4.	There is centralization of power, information, rewards and punishment.	4.	There is decentralization of power, information, and rewards.
5.	Morale and commitment is the responsibility of management.	5.	Everyone is responsible for morale and commitment.
6.	The system is competitive and based on individual status.	6.	Co-operative system with status based on contribution to group objectives.

- | | |
|--|---|
| 7. It is believed that the important human relationships are those which are related to achieving the organization's objectives. | 7. There is an atmosphere that permits and encourages emotional expression as well as task-oriented acts. |
|--|---|

Source: *Handbook on Micro-Level Educational Planning and Management*, UNESCO/PROAP, Bangkok, 1991.

3. Community Involvement

Literacy and continuing education programmes are people's programmes which are community based, not institution based. Accordingly, the success of these programmes depend heavily on the involvement of the community members themselves. In many countries, lack of motivation among the learners is one of the biggest factors hindering development of literacy and this can be effectively tackled if one can mobilize and sustain community involvement in the programmes of literacy and continuing education. But, community involvement for literacy may not always be a voluntary phenomenon. It demands systematic efforts on the part of the planners and administrators. Also, involvement of the community does not begin only at the stage of organizing learning centres. Rather, it should be ensured at all stages of programme planning and implementation - beginning from the creation of a suitable environment to the evaluation of programme effectiveness.

Two basic strategies are being adopted for mobilizing community involvement. One is to encourage more non-governmental organizations to be involved in literacy programmes. The second is to make the initiative and participation of local community members a precondition for planning and implementation of literacy projects. It can be seen that decentralized decision making and participatory management are basic pre-requisites to ensure that community members get actively involved in literacy programmes.

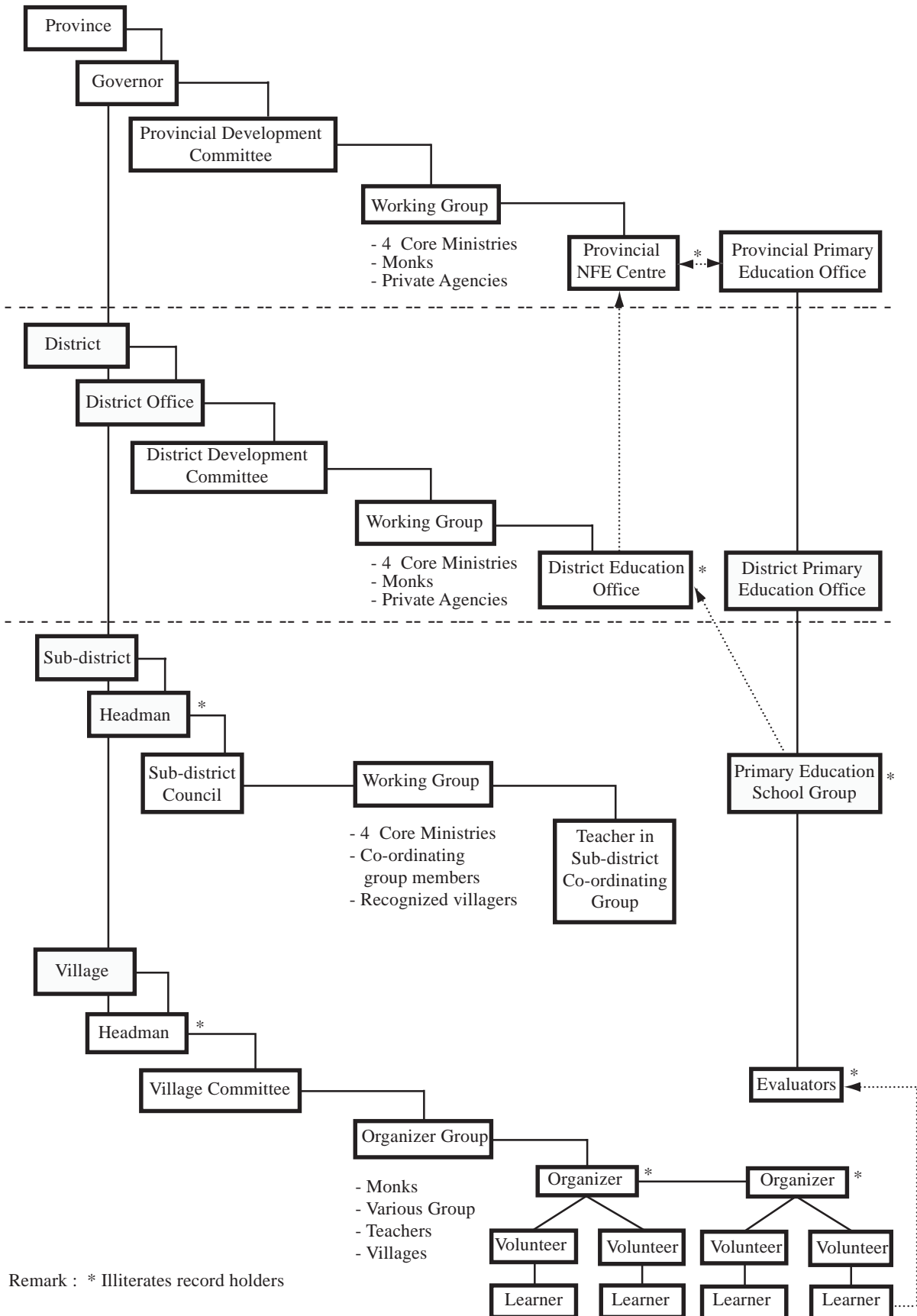
4. Mass Campaigning

It is well recognized that the organization based approach for launching literacy programmes are quite relevant in countries where the problem is not very serious and the backlog of illiterates to be covered is manageable within a few years through literacy centres. But dependence of this centre based approach alone does not seem to be adequate in countries with huge number of illiterates to be covered in a speedy manner. In such conditions several countries have tried to adopt a mass campaign approach. Organizing literacy programmes through well structured organizational arrangements and fairly stable literacy learning centres tend to make the involvement of the community limited in many countries as the programme is perceived only as a government sponsored activity. In contrast, the over arching principle of mass campaigns for literacy is to ensure *total mobilization*.

Some countries in the Region have achieved considerable progress in literacy through the approach of mass campaigns while continuing with the structured programmes as well. Often there is misconception that mass campaigns can be carried out without much pre-planning and without the creation of organizational support systems. Rather, experiences of countries reveal that mass campaigns for literacy require enormous amounts of planning and administrative input. Diagram 2.1 presents the multi-level framework adopted in Thailand for operationalizing the National Literacy Campaign.

It should not be misconstrued that Mass Campaigns can help avoid the creation of organizational arrangements discussed earlier for carrying out literacy and continuing education programmes. Mass campaign approach can invariably be adopted only for short periods. Nevertheless, it is found that in countries with large numbers of illiterates, mass campaigns help the country leap forward in a quick manner by ensuring acquisition of basic literacy skills by a large number of persons. But the problem of sustenance and development of the rudimentary skills acquired would pose a bigger challenge. And, this requires a more stable kind of arrangement to operate with for implementing post-literacy and other continuing education programmes.

**Diagram 2.1 Administrative and Co-ordinating Organization
National Literacy Campaign**



Unit III

PERSONNEL DEVELOPMENT

1. Categories of Literacy and Continuing Education Personnel
2. Training Agencies and Institutions
3. Designing Training Inputs
4. Nature of Training Programmes
5. Monitoring System for Training of Personnel

Personnel Development

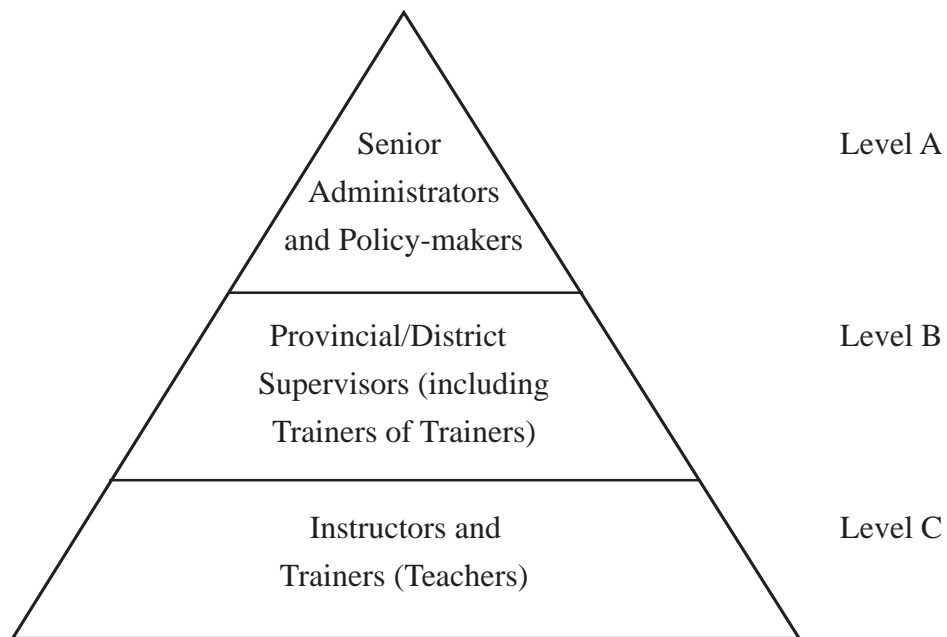
Quite often, it is wrongly assumed that personnel engaged in literacy activities do not need any specialized training. Consequently, training of literacy and continuing education personnel has been a weak point in many countries. However, it is being realised that if literacy and continuing education programmes are to be organized in an efficient and effective manner it is imperative that adequate attention is paid to this dimension. A systematic programme of personnel training aims at preparation of personnel to carry out specific tasks and provision of continuous opportunities for further personal development. Each country will have to develop a long term policy and plan for training of literacy and continuing education personnel. Thus, training of literacy personnel should be viewed as an integral part of the management system for literacy and continuing education. In order to establish proper training arrangements it is necessary to:

- a) identify and categorize different kinds of personnel;
- b) develop institutions and organizations for conducting training and orientation programmes;
- c) design training programmes, identifying relevant content inputs, and work out suitable methods and media; and
- d) monitor and evaluate training arrangements at different levels.

1. Categories of Literacy and Continuing Education Personnel

A wide range of personnel are involved in planning and implementing literacy and continuing education programmes. Also the situation varies from one country to another. However, it is helpful to classify the personnel into different relatively homogeneous groups for providing training inputs. The UNESCO/PROAP in their APPEAL Training Materials for Literacy Personnel classify the personnel into three broad categories as indicated in Diagram 3.1 based on their distinct management roles and training needs.

Diagram 3.1 Three Levels of Literacy Personnel



The operational definitions of the three levels of personnel based on this functional hierarchy are indicated below:

Level A : Those who make policy and plan and implement the training system.

Level B : Those who train trainers, supervisors and instructors

Level C : Those who teach learners directly.

2. Training Agencies and Institutions

As has been mentioned in the Unit on 'Organizational Arrangements', it is essential to establish institutions at various levels, from national to local, which can provide academic and technical resource support to the literacy programmes. The responsibility of training literacy personnel can be assigned to these resource support institutions. A national level institution may bear the responsibility of providing necessary orientation to the personnel at Level A who are involved in policy making, planning and implementing the literacy programmes at the national level. Similarly, institutions may be developed at other levels also for systematic organization of training programmes for various literacy personnel. For instance, in India, a four-tier arrangement has been made for this purpose.

Training of Literacy Personnel in India	
Institution	Training Responsibility
- Directorate of Adult Education	- Orientation of senior administrators and policy makers at National and State levels and training of trainers
- State Resource Centres	- Training of district level administrators of adult education, voluntary agency personnel, and project officers
- District Resource Units	- Training of Project personnel, supervisors and community leaders
- Projects	- Training of Literacy Instructors and other field level functionaries

While such institutions at different levels can act as nodal training agencies, it may be necessary to depend on certain other institutions for training of personnel in specialized areas such as planning and management, adult learning theories, communication technology and so on. It is, therefore desirable to go for networking of various training institutions, some of which may focus on training in certain specialized areas. It is also necessary to ensure that the training capabilities available with the various non-governmental organizations, are fully utilized through the arrangement of networking.

3. Designing Training Inputs

Having identified the specific agencies responsible for providing training at different levels, the next management function is to ensure that the training inputs are relevant to the specific tasks to be performed by the personnel. This requires a detailed analysis of the roles to be played by the personnel at different levels. For instance, if one adopts the classification of personnel into three levels as indicated in the APPEAL Training Materials for Literacy Personnel (ATLP) developed under the auspices of the UNESCO/PROAP, the corresponding roles of the three sets of personnel can be specified as given in Chart 3.1.

These role specifications are only illustrative. Administrators in each country will have to independently work out the job specifications for the literacy personnel at different levels and accordingly design the training inputs.

Chart 3.1 Roles of Different Literacy Personnel

The Role of Level A Personnel	
- Decide and review policy on literacy training	- Approve training manuals
- Influence government policy	- Approve the training budget
- Plan the overall national training system	- Develop, monitor and evaluate the training system
- Identify problems and needs concerning training	- Make the whole system work at all levels
- Provide guidelines for designing a national training programme	- Establish linkages with development agencies
- Initiate the development of a national literacy training curriculum	- Promote training through non-government agencies
- Create an infrastructure and resources for training	- Develop links with CED and UPE
- Establish a training network system	- Foster national and international links
- Provide staff development programmes	- Promote research and development activities
	- Initiate impact studies on national development and quality of life

The Roles of Level B Personnel

- Provide feedback for review of policy on training
- Provide input for designing a national training programme
- Identify the training needs of supervisors, trainers and instructors
- Develop a training scheme for Level C
- Design training programme for levels B and C
- Develop training curricula for different groups
- Develop training materials
- Develop training manuals for Level B
- Provide staff development for Levels B and C
- Motivate literacy personnel for training
- Identify participants for training
- Motivate learners community leaders, etc
- Implement the training programme
- Decide on methods of training
- Select equipment and audio-visual aids
- Train Level C personnel
- Encourage use of local resources
- Supervise Level C personnel
- Provide technical assistance for Level C
- Evaluate work of Level C
- Undertake research on the programme
- Introduce innovations
- Experiment and innovate with training methods. materials
- Monitor and evaluate training programme
- Foster links with non-governmental agencies
- Conduct impact studies on quality of life

The Roles of Level C Personnel

- Understand and apply the national literacy training curriculum and its materials
- Help to establish a local committee for efficient management of centres
- Participate in staff development (training programmes)
- Identify and prepare lesson materials for learners
- Motivate learners and local leaders to join the programme
- Motivate drop-outs to rejoin the programme
- Organize classes and teach illiterates and neo-literates
- Manage the learning activities
- Create a positive learning environment
- Help learners apply what they have learned to their daily lives
- Mobilize and utilize local resources
- Evaluate the progress of learners
- Encourage learners to retain and improve their learning
- Co-ordinate with primary schools and other local agencies
- Arrange for vocational skill training
- Seek and generate maximum participation
- Report progress and problems to Level B

4. Nature of Training Programmes

Considering that the personnel to be trained function at different levels and with varying degrees of responsibilities towards literacy and continuing education, it becomes necessary to design a number of short-term and long-term training programmes. The programmes have to be made totally need-based and integrated into the regular functioning of the participating functionaries.

Orientation courses of short duration could possibly be appropriate for policy planners at the national level. The programme may be broad based highlighting the literacy and continuing education situation in the country and indicating the areas where policy interventions are called for. At the other end of the spectrum also one would find the need for orienting community leaders on their roles and responsibilities towards literacy and continuing education programmes through short term programmes whose contents would be designed in a local specific and need based fashion. The other functionaries who have to actually work for literacy and continuing education on a long term basis would require intensive long term programmes of training.

As has been amply highlighted, literacy and continuing education is not another area of classroom bound academic study. Therefore, the methods of imparting training should not be merely dependent on transmission of knowledge through lecture method. Depending on the type of personnel being trained, a variety of instructional methods should be adopted such as lecture-demonstration, panel discussion, group work, case method, syndicate work, simulation exercises, role play, practical exercises in real settings and so on. The main thrust of the methodology is to make the training programme a participatory learning experience so that the inputs help develop necessary conviction and capabilities, and right kind of attitudinal dispositions among the functionaries.

5. Monitoring System for Training of Personnel

A basic problem that many countries face is a poor system of information based on the training received by personnel operating at different places and institutions. As a result, quite often one finds a considerable mismatch between the

background capabilities of the personnel and their placement. Also, many of them receive only initial training without any follow-up training inputs as they continue to function as project officers, supervisors, instructors and so on. It is also possible that some functionaries continue to hold their positions without receiving adequate training. What is required is to create a good system for collecting data on the training requirements and match them with training capabilities of different training agencies and take follow up actions on the activities of different personnel who have undergone training. This is essential as training is not just an one time affair. Upgrading of knowledge and skills of the personnel has to be a continuous affair throughout their professional career. For effective monitoring of this aspect, some institutions at national, state/provincial and district levels have to be assigned this responsibility. It may be appropriate for the Resource Centres at different levels to be made responsible for this task of maintaining a comprehensive information base on the training status of various literacy and continuing education personnel.

For this purpose, it may be worthwhile to develop and maintain a directory or register of literacy and continuing education personnel working at different levels with their professional background and profile. This would help avoid duplication of training efforts by different agencies and also make the training programmes need based. This task may be taken up, depending on the requirements of individual countries, by national and state level resource centres who may conduct periodical need surveys and evolve action plans for organizing training programmes.

Unit IV

TECHNICAL RESOURCE DEVELOPMENT

1. Agencies for Curriculum and Learning Material Development
2. Managing the Process of Learning Material Development
3. Production and Distribution of Learning Materials
4. Evaluation and Revision of Curriculum and Learning Materials

Technical Resource Development

In the final analysis, quality of any educational programme is determined by the quality of the learning material provided and the way they are transacted during the teaching-learning process. Therefore, development of curriculum and learning material occupies a place of central importance in the management of literacy and continuing education programmes also. It involves a series of tasks from designing the curriculum framework to implementation of the curriculum and evaluation of learners to ensure that desired goals of the programme are being effectively achieved. The role of the educational planner and administrator in all these tasks is crucial. The specific management tasks involved are:

- Designing the curriculum;
- Development of learning material;
- Production of Learning Material;
- Distribution of Learning Material; and
- Evaluation and Renewal of Curriculum and Learning Material.

In performing these tasks, we have to answer a number of questions related to academic, technical and logistical aspects. While finding suitable answers to these questions, one has to keep in mind the specific nature of literacy and continuing education programmes. Some of the basic questions involved are:

- Who will develop the curriculum and learning material? What are the agencies and individuals to be involved in this task?
- What are the processes to be adopted for development of curriculum and learning material? How can the material be made locally relevant?
- How should the learning materials be produced for wider usage in literacy and continuing education programmes?

- What arrangements are to be made for proper distribution of the learning material at the field level?

- How long can the material be used before being revised? What organizational arrangements are to be made for carrying out such periodic revision and improvement in the learning material?

These are some of the fundamental questions which have to be tackled by those responsible for managing literacy and continuing education programmes in any country. An attempt is made in this unit to indicate the line of action that can be adopted in tackling these questions. Needless to state that specific answers will have to be evolved by the persons concerned in each country keeping in view the background conditions, resources available for the purpose, practices currently being adopted and the scope provided by the system for bringing about meaningful changes in the existing system of curriculum development and implementation.

1. Agencies for Curriculum and Learning Material Development

Development of curricular material for literacy and continuing education is a complex task requiring a certain amount of specialization and technical competence. Specifically the curriculum developer has to bear in mind at least three distinct dimensions. Firstly, one has to ensure that the curriculum is in consonance with the national goals and aspirations of the country. At the same time it is also necessary to be sensitive to the field level reality and the real educational needs of the people for whom the curriculum is being framed. The third dimension to be considered is the psychology of adult learning. To ensure that such a complex task is performed systematically it is essential to create and develop specialized agencies in each country consisting of professionals possessing necessary expertise.

It may be noted that almost all the countries have some arrangements already existing for curriculum and learning material development. Whether these arrangements are satisfactory or not is another matter. It is the responsibility of the educational administrators to ensure that these arrangements are strengthened so as to be capable of carrying out the complex set of tasks involved. In some countries, specialized agencies or institutions already exist for the purpose. However, in many countries this aspect has not received adequate attention and support. There is a need in these countries to create such institutions for the purpose of developing curriculum and learning material in literacy and continuing education. It should be worthwhile to examine the scope of making this task a part of the activities of the technical support structures at various levels as suggested in the module on 'Organizational Arrangements'.

It may also be mentioned that in several countries, some of the non-governmental organizations possess considerable expertise and experience in this task. It is necessary to examine this factor and ensure that this expertise and experience is made use of. In some cases it may be worthwhile to develop some of these NGOs as specialized Resource Centres for the purpose. While such Resource Centres whether in government or non-government sector can have some core faculty for the purpose, it is imperative that curriculum developers utilize the services of many knowledgeable and experienced individuals in the larger community also.

For instance, it should be very useful to involve language experts in developing literacy primers irrespective of whether they are working in the resource centres or not. It may even be necessary to take the help of professionals from various other disciplines and areas of development in structuring curricular material for literacy and continuing education. The administrators involved in curriculum development activities will, therefore, require considerable organizational skills to identify and mobilize the support and involvement of individuals working in other institutions or even professionals from the larger community who may not be associated with any organization.

2. Managing the Process of Learning Material Development

The development of learning material for literacy and continuing education programmes demands a different set of activities compared to what is normally adopted in the formal education sector. This is because these materials have to essentially emerge out of the field level needs, interests and aspirations of the adults for whom they are produced. In fact, the process of learning material development has to have three important characteristics. One is that it has to have an inter-disciplinary perspective. The second requirement is that the exercise of material development has to be a team effort of academic experts as well as field workers. Thirdly, the contents of the learning material have to be derived from the findings of actual field surveys for identifying the local specific needs and problems.

In order to make the material locally relevant so that the adult learners find them meaningful, it is necessary to organize the process of development in a decentralized manner. However, it is necessary to create suitable monitoring mechanisms so that the materials produced in a decentralized fashion are of good quality. Further, many countries are multi-lingual requiring the learning material to be produced in different languages. In fact, in large multi-lingual countries separate arrangements have to be made for production of literacy material in each linguistic unit (see Box below). Yet another aspect demanding the attention of the administrators is to ensure proper balance between national (core) and local curricular components.

Decentralized Arrangement for Production of Literacy Material in India

In India literacy material are produced in more than fifteen languages through a decentralized system consisting of nineteen Regional/State Resource Centres located in different parts of the country. While the Directorate of Adult Education at the national level develops prototype learning material and play a co-ordinating role, each Regional/State Resource Centre is responsible for designing the curriculum and producing literacy and continuing education material relevant to the region/state in the language(s) spoken in the respective region or state concerned.

3. Production and Distribution of Learning Materials

Production of learning material for literacy and continuing education poses two kinds of problems, academic and logistic, for the administrator. On the one hand we have to encourage local initiative to produce literacy material that would ensure greater relevance of the learning inputs to the learners. However, this may result in multiplicity of learning material on the other, and as mentioned earlier, it becomes necessary for the administrators to monitor the quality of the material produced with respect to their physical as well as academic aspects. Even though it is not appropriate to prescribe a common set of material for all localities and sections of population in any country, it may be necessary to introduce certain measures to bring quality control if not strictly standardize all the learning material at the national level.

Another management question to be tackled is the agency to which the task of learning material production can be assigned. In most countries, since the literacy and continuing education programmes are financed by the government, material production is also monitored by the government agencies. It is necessary for the administrators to ensure that the creative

potential available in the non-governmental sector is more effectively utilized.

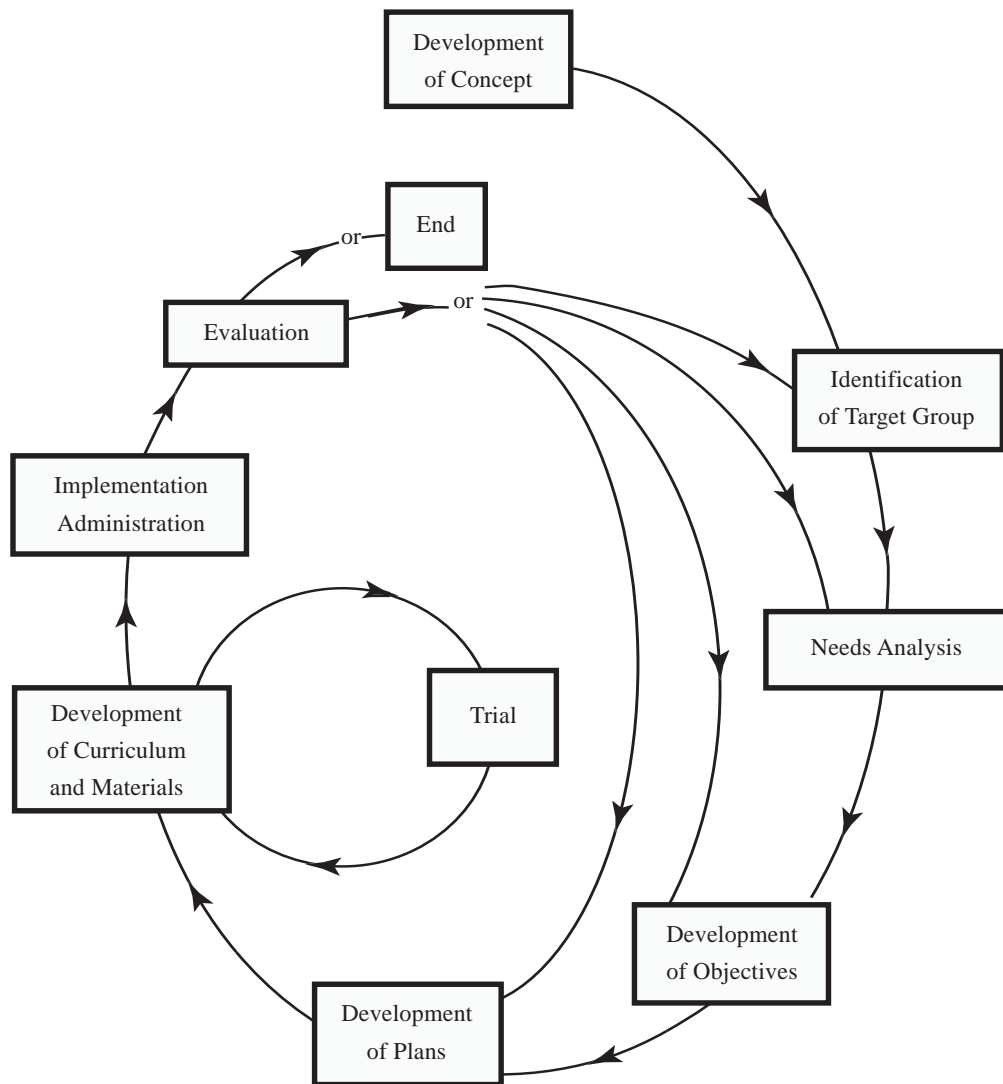
A major problem faced in many countries is that of timely distribution of learning material to the learners and other personnel engaged in organizing the literacy learning centres at the grassroot level. This is essentially a problem of logistics involved in establishing an efficient delivery system. One may not find this problem to be serious in all the countries. Nevertheless, it is an important management task demanding the attention of the administrators of literacy and continuing education in all places.

4. Evaluation and Revision of Curriculum and Learning Materials

Curriculum and learning material development is not just a one time task. The learning material for literacy and continuing education programmes have to be subjected to continuous examination for their relevance and adaptability to the changing needs and problems of the learners. As the learners progress their learning needs also change. Further the crux of successful literacy and continuing education programmes is to keep pace with the changes taking place in the larger community outside and incorporate necessary changes. Thus, development of learning material is essentially a cyclical process as indicated in the Diagram 4.1. Learning material has to be subjected to continuous evaluation through field level try out and necessary revisions are to be incorporated based on the feedback received.

Development of curriculum and learning material is not just a problem of management. It is also a technical task requiring academic expertise. Therefore, it is necessary for the administrator dealing with this task to work in close co-ordination with the institutions and agencies specializing in curriculum and learning material development.

Diagram 4.1. Cycle of Learning Material Development for Literacy and Continuing Education



Source: Wellings, J. Planning a Major Programme of Continuing Education, Bulletin of the UNESCO Principal Regional Office for Asia and the Pacific, Number 28, September 1987.

Unit V

CO-ORDINATION AND LINKAGES

1. Co-ordination within the Education Sector
2. Linkage with other Development Agencies/Departments
3. Linkage between Government and Non-Government Organizations
4. Networking of Implementing Agencies

Co-ordination and Linkages

Literacy and continuing education is a multi-sectoral activity. At the field level, planning and management of different programmes within the education sector as well as programmes of different development sectors cannot be considered in isolation. In a way, literacy and continuing education programmes of different sectors need to lose their individual identity at the operational level. For this to happen, literacy and continuing education programmes also should function as a multi-sectoral activity working in close co-ordination with other developmental programmes. It has to be seen as an integral component of the overall process of development and not as an activity confined to the education sector alone. But, such intra-sectoral or inter-sectoral co-ordination cannot become operational only at the field level. A pre-requisite for this is to initiate and ensure such co-ordination and linkages at all levels from national to local and at all stages of planning and management.

1. Co-ordination within the Education Sector

As has already been pointed out, the goal of “Education for All” cannot be achieved if literacy and continuing education programmes operate in isolation from the efforts of the country to achieve universal primary education. These programmes operating within the education sector should be seen as complementary to one another and the attempt should be to achieve effective co-ordination among the personnel responsible for planning and managing these aspects.

It may be observed that during the last 2-3 decades, non-formal education programmes have grown in size in a large number of countries and consequently, separate Directorates or Departments of Non-formal Education have been created at various levels in many countries. This is, in a way, a positive step towards strengthening non-formal education programmes by giving an independent identity to this area of activity. But, it is counter productive if the trend is to plan and implement non-formal education programmes without proper co-ordination with the activities being implemented in the formal school sector. However, at times, one observes an element of disharmony and mismatch in the efforts of formal and non-formal sectors of education. For instance, efforts are made to create and operate facilities of adult literacy programmes without paying adequate attention to strengthening the quality of primary schools so that children do not dropout of the school without acquiring even basic literacy and numeracy skills. Also, the resources already available, both human and physical infrastructure, with the formal school sector are not fully utilized for promoting literacy and continuing education programmes. Also, the formal primary schools, often caught up in a bureaucratic hierarchy, fail to co-ordinate their activities with non-governmental organizations successfully implementing non-formal education activities. It is essential that a suitable mechanism of co-ordination is created within the educational administration set up in each country for planning and management of formal and non-formal education programmes in a co-ordinated manner.

2. Linkage with other Development Agencies/Departments

Literacy and continuing education requires an inter-disciplinary and multi-sectoral perspective. The underlying purpose of all literacy and continuing education is the development of the individuals as well as of the community participating in the programmes. But development is the concern of many other sectors' activities also. Further, developmental activities at the grassroots do not have any sectoral boundaries. They have to operate as one integrated programme. For this to happen, again, proper co-ordination mechanisms should be established for integrating the efforts of various development sectors and agencies.

For instance, several programmes organized in relation to health, nutrition, childcare, etc. need to be integrated with the educational activities in the non-formal sector as part of literacy and continuing education programmes. Similarly, the extension education activities organized by the agriculture development departments need to be co-ordinated with non-formal continuing education programmes. It is quite common to find that personnel from other sectors are involved in the various non-formal education programmes as resource persons. This is a positive trend. Nevertheless, in many countries there is considerable duplication of efforts due to lack of linkage and co-ordination at the planning stage. The extension education activities by different development agencies or departments are implemented in isolation while programmes with similar objectives may continue to be organized as part of continuing education. Advantages of creating effective linkage and co-ordination between literacy and continuing education programmes and other development activities are multifold. One specific outcome of such co-ordination is that continuing education programmes become more need based with greater thrust on local problems of development. This will make the inputs in the continuing education programmes more meaningful and life-related. Another obvious fall out of this is that it will motivate the adults to participate in the continuing education programmes with greater enthusiasm and involvement. A second advantage of such co-ordinated planning among different development departments/agencies is that it avoids duplication of efforts and also, thereby, provides greater scope for diversification of activities using the available resources in an optimal fashion. Another corollary of such efforts

is the utilization of human resources and physical infrastructure at the grassroots in an efficient manner. Perhaps, an important outcome of such co-operative efforts among different development departments including continuing education, which is generally not noticed, is the tremendous learning experience it provides to all the personnel involved for viewing development in a holistic perspective.

3. Linkage between Government and Non-Government Organizations

In almost all countries there are Non-Government Organizations (NGOs) which are actively involved in organizing literacy and continuing education activities. There are also NGOs which are involved in various welfare and development activities having an interface with continuing education programmes. It is often observed that NGOs have certain advantages over governmental organizations for operating literacy and continuing education. For instance, the NGOs are less rigid and bureaucratic in their functioning and therefore they can quickly adapt their activities to the changing needs of the community. Secondly, NGOs are likely to be nearer to the field of action and capture the community needs for education more effectively. Thirdly, most NGOs operate programmes in more than one sector of development and this makes it easy for them to effectively integrate literacy and continuing education activities into the overall process of community development. Lastly, NGOs are generally found to be more capable of mobilizing and sustaining community involvement which is essential for successful implementation of literacy and continuing education programmes in any country.

The above observations regarding the role of NGOs in implementing literacy and continuing education clearly brings out the need for achieving close co-ordination and linkage between governmental and non-governmental organizations for planning and management of literacy and continuing education programmes. Planners and administrators in the government have to recognize the potential that NGOs hold for effective implementation of literacy and continuing education programmes and encourage meaningful partnerships between governmental and non-governmental organizations in this field.

The Framework for Action to Meet Basic Learning Needs under the *World Declaration on Education for All* states:

“Great potential lies in possible joint actions with non-governmental organizations on all levels. These autonomous bodies, while advocating independent and critical public views, might play roles in monitoring, research, training and material production for the sake of non-formal and life-long educational processes”.

In line with this, governments in some countries have taken steps to promote the participation of NGOs by giving them financial assistance for organizing literacy and continuing education programmes. Yet, in many countries the co-ordination and linkage between Government bodies and NGOs needs further strengthening. As noted earlier, the need is to adopt a clear policy for involvement of NGOs in literacy and continuing education programmes, specifying the kinds of responsibilities they are to shoulder and the nature and extent of support they are to receive from Government sources. The policy needs to be one for developing a meaningful partnership between government and non-government agencies in an atmosphere of mutual trust and co-operation.

4. Networking of Implementing Agencies

Agencies involved in implementing literacy and continuing education in any country vary considerably in terms of size, resources, priorities, specialization and so on. In this context it is being recognized that the agencies have to break their isolation and organize themselves into a network. Such networking among agencies can serve several purposes towards more efficient and effective management of literacy and continuing education programmes. Some of the commonly recognized benefits are:

- a) Mutual sharing of physical, human and technical resources among the agencies involved.

- b) Exchanging of innovative ideas and experiences among professionals working in the field of literacy and continuing education.
- c) Sharing of learning material produced by different agencies with necessary modification and adaptation.
- d) Co-ordination of training activities conducted by different agencies.
- e) Sponsorship of joint research endeavours.
- f) Developing a sense of identity and belonging among the members working in the field of literacy and continuing education.

It should be mentioned that networking cannot be achieved in any country through administrative measures. Networks have to be the result of voluntary actions of individuals and agencies for achieving the common goal of “Education for All”. It has to be a self-propelling arrangement that does not require any external co-ordination mechanism. While such networking should be beneficial at all levels, from national to local, it is, perhaps, quite essential at the grassroots level. Experience has shown that unnecessary multiplicity of action agencies operating in a disjointed manner is likely to evoke poor response from the community at the grassroots level.

APPEAL Manual for Planning and Management of Literacy and Continuing Education (AMPM)

- Volume I : Policy Framework for Literacy and Continuing Education
- Volume II : Planning for Literacy and Continuing Education
- Volume III : Management of Literacy and Continuing Education
- Volume IV : Monitoring and Evaluation of Literacy
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