

Report of
The Working Group of
The Planning Commission
On Adult Education
For The Ninth Five-Year Plan
1997 - 2002



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Department of Education
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*What kind of people are we?
We are poor --
but we are not stupid.
That is why, despite our
illiteracy, we still exist.
But we have to know
why we should become
literate ...
To sign one's name
means nothing.
Or to read a few words
means nothing...
We should be able to read
simple books,
keep our own accounts,
write letters and read
and understand newspapers.
We are not empty pitchers.
We are not children...
Will this programme teach
us how to think and work
together?
Will 'doing' be made a part
of "learning"...
We are weak and are ill
very often.*

*Will the programme
teach us how to take care
of our health, and
become strong ?
Treat us, like adults.
Behave with us as friends.
Can literacy help us
live a little better?
Starve a little less?
Would it guarantee that
the mother and the
daughter wouldn't have
the same sari between them?
Would it fetch us a newly
thatched roof over our heads?
They say that there are laws
to protect and benefit us.
We don't know these laws -
we are kept in the dark.
Would literacy help us know
these laws ?
Would we know the laws
that have changed the status
of women ?
And the laws that protect
the tribals amongst us ?*

We want a straight answer.

Extracted from:

"Why Should We Become Literate"

The immortal words penned by the late. Dr. Satyen Maitra shine like a beacon light as we move into another five year planning exercise for literacy. His indomitable spirit and unflinching dedication must guide and direct all our endeavours at making our great country fully literate.

No planning is ever conducted in a vacuum. When we look to the future, we must possess a clear, uncluttered view of the past. We must also appreciate the ground realities of the present. These then must be interwoven with what we view as the major concerns of the future. What have we learnt about our shortcomings and our successes over the last 5 years? Only a clear and objective assessment of our strengths and weaknesses can enable us to plan effectively for the future. What are the problems that have lived with us, defying solution and constantly throwing up new challenges? Let us

recall and review them so that the strategies we seek to evolve, flow from our analysis and allow us to move towards satisfactory solutions.

When we analyse Dr. Maitra's immortal poem we marvel at the prescience of the man. The problems he identified in the late seventies and early eighties are still the ones that are foremost today - the ones that we must ceaselessly grapple with and finally overcome.

It is those problems - the intractable issues - that bear repetition and recall and, of course, renewed analysis in the context of modern-day developments. Such an analysis alone can provide the appropriate backdrop for the planning exercise that we are about to undertake.

LITERACY AND POVERTY

In his seminal work *'The Pedagogy of the Oppressed'*, Paulo Friere portrayed in sharp and poignant relief what he described as the culture of silence and dependence of the oppressed. For him, a programme of mass education was indispensable to liberate the oppressed from their passivity and fatalism, to construct an authentic consciousness of their existential reality, the circumstances and causes of their wretched conditions and an awareness and confidence in their potential to change these conditions through their own organisations.

It is imperative that people must become partners in a movement which has the potential to break many shackles. The government of Kerala was the first in India to apply this experience to the Indian situation, with unprecedented results, touching the lives of the poor more effectively and extensively than any state intervention for empowerment and the rural poor in the past. The Ernakulam success of 1991 bought to the fore the energy and vitality that could be generated by the bureaucracy and voluntary agencies working in tandem. It was this combination that was able to generate a vibrant mass movement for literacy resulting in the district of Ernakulam becoming totally literate by April 1991. The National Literacy Mission, a societal Mission set up in 1988, decided after the dramatic success of Ernakulam, to use the strategy of a campaign-oriented approach in other parts of the country as well. Today, the involvement of people, people's institutions and voluntary agencies in a synergetic mode, constitutes the modus operandi of literacy campaigns all across the country.

These mass campaigns are based on the premise that there is potentially a remedy, a redress to the abysmal wretchedness of the oppressed, and that the germ of this liberation lies among the people themselves, in their organisation. In Frierian terms, the fundamental objective of such organisation is to awaken the silent masses from their culture of silence and dependence. Along with this basic aim, organisations of the poor also aim to create better avenues of wage-employment and self-employment, to strengthen the capacity of the rural poor, to collectively bargain against landlords, moneylenders, contractors, traders and employers. Simultaneously, they also seek to ensure enforcement of rights available under various labour laws, tenancy laws and

other social justice legislation, and to create and mobilise the social conscience against age-old social evils such as child-marriage, dowry and alcoholism.

The first step to viable organisations of the rural poor is conscientisation through education. Viewed in this light, literacy becomes an indispensable instrument of empowerment of the poor. It is an instrument through which one understands oneself, reflects on one's existential reality and that of others, identifies the generative sources of one's adversities, and equips oneself with new tools and techniques to grapple with the forces responsible for improving one's chances of survival and well-being.

And yet the literacy process, if it is to continue to be meaningful for neo-literates, will have to touch inner chords that will resonate on their own. For the oppressed groups, it is likely to activate a greater sense of selfhood. Instead of seeing reading and writing as symbols of dominance, or as inaccessible beyond the threshold level of competence, they will be seen as acts of self-definition and social mediation.

Literacy for the oppressed can become an abiding force if it fuses genuine articulations with linguistic shapes and patterns. The literacy volunteers then would not only be able to teach skills of reading and writing in a known language, they will also begin to have easier access to the multiplicity of Indian life. Adult education is not an end in itself. It is a means to an end; that is, liberation from economic backwardness through the integrated development of men and women and realisation of the fact that education and economic well-being are mutually related as are illiteracy and poverty.

Illiteracy and poverty then, are inter-dependent. They constitute the cause and effect of each other. Therefore, any programme that is launched for the spread of literacy should take into account the grinding poverty of the people. It should be linked to schemes, aiming at the eradication of poverty. Only by relating the literacy programmes to the removal of poverty, can adults be persuaded to say goodbye to illiteracy - the cause of their poverty. Gandhiji had once remarked that hungry and tired people would have no genuine interest in literacy. Their interest in literacy can be aroused only by ensuring that literacy will enable them to lead a better life. It can break the nexus between ignorance and poverty which, according to Swami Vivekananda, are the two basic sins in life. Therefore, literacy work must be made life-centered and poverty must be eliminated, with the help of literacy. Literacy must promote the cultivation of an attitude and outlook that looks upon poverty as the greatest evil and rejects the notion that poverty is a blessing - a passport to heaven in the next life.

COMMUNITY INVOLVEMENT

A mass campaign for total literacy is essentially a campaign for social mobilisation, for awakening and arousing people in all walks of life, irrespective of rank, status, calling and profession, and spurring them to action. One fatal flaw in earlier state programmes for adult education, was that they paid too much attention to the supply aspects of the programme, and practically ignored the demand aspects. In other words, the government presumed that if adult education centres were opened, they would automatically attract adult learners. It ignored, on the one hand, the social, economic

and cultural barriers that came in the way of their education, and on the other, their wealth of traditional wisdom and experience. We need instead, to first establish a rapport, understanding and camaraderie with the community of adult learners, and then generate in them a spontaneous demand for literacy. It is this that must form the core of the strategy for mass campaigns for total literacy.

Although there has been frequent talk about people's participation - and it must be acknowledged that in many parts genuine success has been achieved - the involvement of the total community in literacy campaigns has not been widely actualised. Where participatory attempts have failed to mobilise the community, where wide gaps have existed between promise and practice, between word and deed, a sense of cynicism and increasing disillusionment sets in. In such cases, lack of concern and commitment on the part of various implementing agencies has been the major cause of literacy campaigns going off the track. It has to be acknowledged that people's participation in affairs and processes that affect their lives is a fundamentally important human need. The changing social and psychological environment in a developing country like India tends to further accentuate this need. As people's participation in literacy campaigns begins to increase, their engagement and involvement in socio-economic and political activities also becomes more meaningful. Learners' capability to participate effectively, individually and collectively is also enhanced in a truly significant manner.

The Working Group report acknowledges that despite many dramatic successes true community involvement - or true "communitisation" - has not been wide-spread. Where campaigns have floundered, they have done so mainly because community participation has been perfunctory. We must, therefore, evolve imaginative and practical methodologies of people's participation aimed at bringing out both awareness of gains of literacy and the immense benefits that accrue from literacy acquirement.

LEARNER-CENTERED LITERACY

The target group for adult education are the poor, powerless and the under privileged. At the same time, adults have not only the ability to learn, but there are certain themes and areas of study which can already be comprehended by adults - broad issues affecting society, family and individuals. In devising an educational programme for adults, a separate approach and methodology are, therefore, necessary. A different term in fact has been coined for the education of adults : 'andragogy' - as distinct from pedagogy which is concerned with the instruction of children.

Adults should not be treated like overgrown toddlers. They have experience, maturity and judgement. Their psychology and attitudes are different. They must not be seen as empty containers to be filled up by information and instruction from the educators. They already have a stock of knowledge which has been handed down through generations. Their stock of knowledge has enabled them to survive and has probably developed in them a clearer insight into the problems to be solved than that of the so-called educators. These basic insights and their existing stock of knowledge must be utilised. Whatever educational programmes are devised, should start from the learners

and their needs. What starts from the learners, and what is likely to help the learners is more likely to succeed.

The literacy programmes should centre round their real problems - economic, social and environmental. The identification of these problems can be done with the active assistance and help of the potential learners. During the exploratory phase of survey, identification and gradation of problems in order of their importance, should be made and such problems selected which can be even partly solved through remedial educational measures. Analysis of these problems and suggested solutions, if any, should be built into the lesson units using various media. In these units, there should be an attempt to deal with those problems in an interdisciplinary manner.

Our literacy programme must promote active participation of the learners in action-oriented programmes. There is now a dichotomy, a separation, between learning and doing. This must change. It is not enough to know about health and hygiene; this knowledge must lead to greater sanitation, the use of preventive measures, the avoidance of pollution. It is not enough to know about improved techniques in crop production, but better seeds, better fertilisers have to be made available, the methods must be demonstrated, the learners must be helped to remove harmful causes and adopt beneficial measures. Similarly, literacy should help the learners to take practical and achievable steps against social injustice and economic inequality. Literacy centres for the Harijans and tribals can help them to fight for their rights and try to redress the various inequalities under which they suffer. It can acquaint women with their rights and opportunities in present-day society. Learning how to organise for one's constitutional rights and just demands should be considered an educational process. The organisation of literacy classes must see that the learning imparted does not result in mere accumulation of knowledge but lead to practical measures for the social and economic improvement of the learners. Learning for doing helps one to be self-reliant and become free from various constraints. As Dr. Maitra said: *"It is not enough to want to be free, one must know how to become free."*

LITERACY AND DEVELOPMENT

Literacy as a qualitative attribute of the population, is one of the most important indicators of the socio-economic and political development of a society. It is a major component of human resource development and is thus basic to any programme of social and economic progress. Since independence, there has been a growing realisation among policy makers and planners that development would never become self-sustaining unless it is accompanied by corresponding changes in the attitudes, values, knowledge, and skills of the people as a whole and that the only way this change can be accomplished is through education.

While determining the level of literacy and education required to be achieved for increased social awareness and removal of social inequalities and injustices, we need to answer two major questions. What do people want to do with their gains of literacy and social awareness? How can they be helped to help themselves as individuals and as groups? Satisfactory answers could be provided to these questions only when adequate

and meaningful opportunities are offered to them to use their gains of literacy and awareness. Something has to be done about what they want to do with the linguistic skills when obtained.

A partially satisfactory solution to the above issues could emerge if literacy, non-formal education and consciousness raising programmes are integrated into various development programmes like Integrated Rural Development Programme (IRDP), Jawahar Rojgar Yojana (JRY), Training Rural Youth for Self Employment (TRYSEM), Rural Sanitation Programmes, Development of Women and Children in Rural Areas (DWACRA), the Urban Basic Services Scheme (UBSS), the Scheme of Urban Wage Employment (SUWE), the Scheme of Urban-Micro-Enterprises (SUME) and so on. Instead of initiating literacy and non-formal education programmes separately in isolation, and then attempting to link them up with development programmes, it is desirable and beneficial to make literacy and non-formal education essential components of various socio-economic programmes. Moreover, the image that the above cited programmes have developed as 'government programmes' can also be wiped off.

True development of human potential depends on how well the people who are partners in the process of development participate and contribute to it. It is necessary, therefore, to reconsider the concept of development so long held, for the new and emerging concept clearly indicates that people have to acquire self-reliance, develop capability to participate and contribute in different ways and make far-reaching decisions for which education lays the foundation. The concept of development will then imply revision and restructuring of both individual and institutional goals, objectives, functions, structures and activities which would, in turn, facilitate and improve participation. The wider the level of participation, the larger the scope for sustainable development.

Literacy is thus an appropriate means by which large number of people are prepared to work towards achieving development. It is an honest attempt to spread educational opportunities to every one and if accompanied by infrastructural and other related facilities and welfare programmes, it will certainly ensure human development. In the evaluative field, where work has been done by many scientists and sociologists, it has been noted time and again that literacy is powerfully linked to the need for scientific education in many states of the country. Health education groups, environmentalists and analytical philosophers have often converged on literacy missions because it initiates a silent but enduring transformation in people's lives.

LITERACY AND WOMEN'S EMPOWERMENT

Inequality between men and women is one of the most crucial and yet one of the most persistent disparities in most societies. Differences in female and male literacy rates are one aspect of this broader phenomenon of gender-based inequality in India. While about two-thirds of males in the country were literate in 1991, the landmark of 50 per cent has still not been achieved for females. The difference between the male and the female literacy rate has hovered consistently around the 25 per cent mark for over

three decades. In India for ages, women have been subjected to varying degrees of social discrimination and economic exploitation. The most common form of disparity is that the female is confined to the traditionally ascribed roles within the four walls of the house. She is subjected to prejudices in an orthodox milieu and has to be content with a secondary place in society. The exploitation of women is not limited only to the home or to the family but extends well beyond these frontiers.

Literacy makes the horizon of vision wider and, at a more mundane level, helps to disseminate knowledge of a host of women's issues. The impact of literacy on women's lives has often been dramatic. Experiences of Pudukkottai in Tamilnadu and of Nellore in Andhra Pradesh have shown how women have been empowered at individual and collective levels as a result of their participation. In the case of Pudukkottai, rural women who participated felt a new sense of freedom as they learnt how to bicycle and thus acquired physical mobility. They also acquired a new sense of ownership as many women workers in stone quarries acquired ownership rights through newly constituted women's co-operatives. As part of the post literacy programme in Nellore district, a lesson in the primer about a true incident that had taken place in Doobagunta village sparked off the anti-arrack agitation that later engulfed the entire district and spread to other parts of the State. As recently as a few months ago, the women of Haryana, as a consequence of their deep involvement in the State's 4-year old literacy movement, were instrumental in voting into power a Government that was pledged to prohibition. It is widely recognised that the literacy classes not only afforded women much needed respite from their heavy burden of daily chores but also brought about a heightened sense of self-awareness. Today, the one lakh odd neo-literates, mostly women, form a formidable force that serve as a watchdog in ensuring proper implementation of Haryana's new prohibition policy. These experiences show how literacy campaigns have brought about dramatic changes in the lives of women. While evaluation studies have not captured the exact nature of these changes, women have been known to informally communicate how, because of their participation in literacy, they have started feeling more self-confident. Women have keenly expressed both privately and publicly how their articulation has improved, how they have become more discerning and how they have learnt to function autonomously as a result of their participation in literacy campaigns. Also, because of large scale social mobilisation that is elicited by the campaigns, a 'social sanction' is obtained for larger women's participation in social political and economic life. Women gain substantially because the various patriarchal considerations that hinder their participation become at least temporarily inoperative as women come out of their homes and take part in the campaigns with great enthusiasm. There are other characteristics of literacy campaigns that promote women's participation. The literacy classes in most cases take place in the immediate neighbourhood of women learners; literacy volunteers largely come from the same milieu as the learners and are in most cases, boys and girls known to them; each literacy class sets its own hours depending upon mutual convenience; the classes have a low learner-volunteer ratio and there is generally a good relationship between the volunteers and the learners. These features promote and enhance women's participation. The use of folk songs and literacy games breaks the monopoly and repetitiveness of learning and makes the process more enjoyable and literacy acquisition less daunting. The learning process also encourages experience-sharing among women - women talking about themselves, their problems.

their needs - deciding collectively and taking action to ameliorate their present condition.

Experience has taught us the invaluable lesson that a process of critical analysis and reflection, leading to collective action, is crucial if women have to be empowered at the individual and collective levels. It is now widely recognised that literacy for poor women has become a means for acquiring knowledge and skills whereby women can begin to understand and analyse unequal gender relations and the structure of poverty and exploitation in society so that they can collectively challenge that existing social reality. Literacy has thus taken on a larger meaning and is regarded as a tool whereby women's access to information, knowledge and thereby to power, becomes possible. As poor women begin to acquire literacy, they also begin to exercise control over themselves, their bodies, over decisions that affect their lives in the home, the community and society at large. In other words, literacy is clearly perceived as a means for empowering women in the wider struggle against inequality and injustice in society.

Literacy has, therefore, come to serve as an effective instrument of social change for equality of women. Through literacy, women become aware of their social and legal rights, learn and improve income generating skills, acquire a voice in the affairs of the family and the community and move towards equal participation in the process of development and social change.

LARGER ROLE FOR VOLUNTARY AGENCIES AND PANCHAYATI RAJ INSTITUTIONS

One of the major drawbacks of our literacy campaigns has been the limited role that voluntary agencies have played - or been allowed to play. As the movement has climbed northwards the lack of voluntary organisations - or at least, voluntary organisations committed to literacy - have diminished considerably in numbers. There has also been greater reluctance on the part of Zilla Saksharta Samitis to involve voluntary organisations and give them a significant role in the conduct of literacy campaigns. Partially, this has been due to the traditional lack of confidence between the bureaucracy and the NGOs. NGOs themselves have not perceived literacy as "lucrative". They have also realised that working in literacy provides no immediate or tangible gains nor can any dramatic results be shown. The sheer grind and persistence that literacy campaigns involve, have greatly diminished much of the enthusiasm that a few NGOs initially exhibited.

Our effort must be to shore up the confidence of the voluntary organisations, provide them with adequate technical support and encourage them at every step in their attempts to propagate literacy. Lip service will not do. Both institutional and informal mechanisms must be evolved to give to voluntary organisations an active promotional role in the literacy movement. The Working Group report makes a genuine attempt to modify the existing scheme in order to incorporate and foster a much larger role for voluntary agencies.

Another aspect that cannot be overemphasised is the democratic decentralisation of all our literacy efforts. We need to co-opt Panchayat and Municipal bodies into an active and abiding partnership with the Government for furthering and energising the mass campaigns for literacy. The 73rd and 74th Constitutional amendments have legitimised the status of Panchayat and urban local bodies as a vital tier of our federal system. We are duty-bound to ensure that the provisions of these amendments are implemented in letter and spirit. The local bodies need to be vested with physical and financial powers, responsibilities as well as adequate resources to manage and sustain literacy campaigns. It is only the supervision and owning of these campaigns by the local community that can ensure achievement of our national goals and proper delivery systems for our programmes.

Inherent in this objective is the vision that ultimately, when we move gradually towards a situation where all districts have entered into the realm of continuing education, (and we as a nation evolve gradually towards a learning society) it will be the Panchayat and local bodies that will encourage, foster, and sustain continuing education programmes without directives or interventions from State and Central levels. What needs to be emphasised here is that there is an urgent and overwhelming need for decentralised, grass-root planning. We must abjure the imposition of plans and programmes from above. The block and district level programmes must be an aggregate of plans conceived and evolved at the grass-root Panchayat level. It is only such a strategy that will make the literacy programme a truly people's programme.

We must also at the district level look for other resource agencies, organisations and institutions which can actively benefit literacy efforts. There could be technical institutions, industrial organisations, training set-ups, academic and other bodies who would have both accumulated talent and expertise. At district and block levels, we must conscientiously make every effort to tap such resources.

INVOLVEMENT OF HIGHER EDUCATIONAL INSTITUTIONS

The involvement of higher educational institutions in literacy activities in this country appears to have gradually diminished. By and large the adult education departments of a few universities have been working in their own ivory towers, conducting their own researches and remaining aloof from the literacy movement that has engulfed the country. It is our genuine belief that such departments in institutions of higher learning have a very useful and practical role to play. They have genuine contributions to make both in the sphere of policy making and in practical implementation. A special scheme, therefore, for involvement of higher educational institutions has been conceived with the specific purpose of making their role focused, practical and hands-on. If the universities and such other institutions come forward even in a moderate way, the literacy movement would benefit enormously.

STRENGTHENING OF DIRECTORATES OF ADULT EDUCATION AND STATE RESOURCE CENTRES - CLEARLY DEMARCATED ROLES

For too long the Directorates of Adult Education have been emasculated. In the euphoria of the early stages of the literacy movement the direct interaction between the National Literacy Mission and Zilla Saksharata Samitis helped a great deal in quick movement of funds and expedited action at the field level. As the movement has expanded by leaps and bounds the campaigns today are located in as many as 401 districts. It is, therefore, no longer possible for the NLM at Delhi to co-ordinate the activities of so many projects. A direct interaction between the NLM and the districts, although initially very helpful, has in the long run led to two significant drawbacks:

- The States have been fully left out of the programme and have mostly viewed it as a Central programming which they have little interest or information
- The Directorates themselves have become delinked from any active role in the literacy programme.

It is now high time that these Directorates are energised and empowered to play a vitally important role in the literacy movement. At the same time it is worth sounding a note of caution. The strengthening of DAEs must not mean increased bureaucratisation or mark even the semblance of return to the old centre-based system. The DAEs would now serve a basically twofold purpose:

- ❶ In the context of decentralisation of powers and functioning of the State Literacy Missions (SLMs), the DAEs would be an active link between the NLM and SLMs. They would function as secretariats of the State Literacy Mission.
- ❷ They would play a key role in monitoring and evaluation. The DAEs would conduct monthly meetings with the active participation of SRC Directors, and BGVS State Co-ordinators. They would obtain statistics for all the districts in which literacy movements are on and compile them at their level. These compilations would be sent to the NLM. At the same time, DAEs would take over the complete burden of maintaining panels for concurrent evaluations and ensure that each of the projects go through concurrent evaluation at the right time. Although, DAEs would be involved in strategies and in providing all necessary support to the ZSS, they would not be involved in any way in the actual running of campaigns. Theirs is a strongly governmental organisation and their role should be that of facilitator and no more.

On the other hand, strengthening of SRCs, is a genuine attempt at providing better training and resource support to the campaign. Unfortunately, many of the SRCs have suffered from poor leadership and have lacked the necessary resource base to provide the required level of support to the large number of programmes concurrently running

in the States. Many have lapsed into bureaucratic moulds and have left much to be desired in their functioning.

In order to revitalise, re-energise and expand the role of SRCs, the Working Group report provides not only for increased number of SRCs, but also seeks to equip them with the necessary infrastructure and resource facilities that will enable them to play the role of catalytic agents. In a word, they would be actively involved with actual field processes in implementation and would have a key role to play in training, material production and other resource support activities.

Another point that needs to be stressed in so far as State Resource Centres are concerned, is the retention of their voluntary character and autonomous functioning. Efforts have been made recently to ensure that SRCs are assigned only to voluntary agencies or at best to institutions of higher learning. State-run SRCs will be discouraged as a matter of policy and would be given a specific time-frame to be wound up. It is true that SRCs are 100% Centrally-funded. It is, therefore, imperative that they follow certain financial norms and ensure financial discipline. As long as public funds are entrusted to their care, adequate monitoring and control mechanisms have to be in place to ensure that such funds are neither misutilised nor spent on activities for which they are not meant. This, however, does not imply that there would be Governmental supervision and direction of a kind that would interfere with the day-to-day functioning and the overall autonomous character of the SRCs. It cannot be the avowed intention of either the State or the Central Government to control or unduly restrict the initiative, zeal and enthusiasm of voluntary organisations engaged in the propagation of literacy. Nor should such interference inhibit the creative or experimental role that SRCs are expected to play. All in all, whereas every care would be taken to ensure the proper utilisation of public funds, SRCs would be left to play an autonomous and vibrant role designed to give the literacy movement a new dynamism and character in the years to come.

POST LITERACY IMPERATIVES

Although the post literacy projects are now running in approximately 170 districts, the progress achieved has been very mixed and successful models of post-literacy have yet to be developed. The Working Group report encourages workshops, seminars, experience-sharing in the field of post literacy so as to evolve better and improved methodologies and increased community participation. One of the aspects which have been specially emphasised in the report is to address the all-important issue of linking literacy to skill up-gradation. Unless this component is greatly emphasised at the post literacy stage, all the initial enthusiasm built up in the TLC phase will gradually wane and vanish. It is rightly said that literacy by itself can mean little to people's lives, whereas literacy linked to life-giving skills will sustain enthusiasm and encourage people not only to consolidate the fragile literacy skills but to upgrade their income-generating talent so as to provide for them a better quality of life.

ALTERNATIVE MODELS

Mention must also be made of the fact that five years of running Total Literacy Campaigns and some Post Literacy Campaigns have brought forth some inherent drawbacks in the framework that we have imparted to the manner and mode of implementation. The Total Literacy Campaigns have been run by Zilla Saksharaa Samitis with District Collectors as their Chairmen. Although much effort has gone into ensuring that such Samitis have at least 50 per cent non-governmental representation, it is often found that over a period of time, the voluntary and other non-government factors have been largely marginalised. Even where Collectors themselves have been very active and run campaigns on their own steam, subsequent developments have led to weakening of such campaigns after the departure of such Collectors. Frequent transfers of Collectors in some districts have also dislocated a large number of campaigns. All this has illustrated that the Collector-centric model, although useful in its own way, has in-built drawbacks and is not necessarily the only way of ensuring success in the field. The Working Group report would like to state categorically, that no models howsoever successful, are either entirely replicable or valid for all time. As with everything else, our strategy of TLC/PLC implementation must also evolve and change. There is, therefore, a very clear vision that when and if there is a need to make the ZSS model more flexible or indeed transform it, States and districts may initiate experiments where the desire to do so is adequately felt.

CONCLUSION

A retrospective look at the way the literacy movement has evolved in our country leads to the conclusion that although initial dramatic results have not been sustained, yet our campaigns have made significant inroads into the very heartland in our country, into areas of dark, abysmal illiteracy. The spread of the campaigns and the expanse of the movement has assumed enormous proportions. It is true that in the vast Indian hinterland, the impact has been somewhat mixed, yet, there is no gainsaying the fact that the National Literacy Mission is a living reality and has impinged itself upon the consciousness of vast masses of people. The Working Group acknowledges that literacy campaigns today are at the takeoff stage and the overall strategy in the Ninth Plan is to provide the movement with the basic wherewithal to take the movement further forward into the next millennium.

Literacy missions have the potential to rejuvenate the collective life of the Indian people because they look both inwards and outwards - inwards at their present condition and outwards at the many social and economic opportunities that await them. If learning becomes a thriving, ongoing, self-generating activity, literacy will teach the language of hope and survival. Learning to write one's name then will be more than a symbol of literacy, it will become a dynamic act of cultural and economic reawakening.

ADULT EDUCATION - ANALYTICAL REVIEW

- 1.1. The National Literacy Mission (NLM) was launched on 5th May 1988, a decade after National Adult Education Programme -(NAEP) was launched in 1978, with the objective of imparting functional literacy to 80 million adult illiterates in the age-group 15-35 years – 30 million by 1990 and another 50 million by 1995.

7TH PLAN SCENARIO

- 1.2. Several important developments took place during the 7th Five Year Plan period after the launching of National Literacy Mission (NLM) in 1988. These pertained to almost all ongoing programmes in the field of adult education viz., institutionalisation of post literacy and continuing education, increasing involvement of student volunteers, involvement of a large number of voluntary agencies and other sections of the society, and a move towards a better management information system. Mass campaigns were launched in 20 blocks in West Bengal, 20 Talukas of Karnataka and through the Saksharata Abhiyan of the Gujarat Vidyapeeth in 100 talukas.
 - 1.2.1. The emphasis was on adoption of area approach for total literacy, continuous environment building and adoption of the technique of Improved Pace and Content of Learning (IPCL). With a view to ensuring that all the programmes in the field of adult education were planned and implemented during the 8th Five Year Plan keeping these three thrust areas in mind, following initiatives were taken:
 - The scheme of Rural Functional Literacy Project (RFLP) was reviewed and reorganised to provide for smaller size projects (each project to be of 100 centres only) for easy monitoring and effective supervision, and area approach for total literacy in a definite time frame.
 - The 'scheme of assistance to voluntary agencies was also revised to provide for area approach for total literacy with overriding preference for the volunteer-based approach with Rs.65/- as per learner cost which could go upto Rs.100/- in geographically difficult and inaccessible areas such as desert, forest and mountainous regions.
 - Total literacy campaigns were initiated in the 7th Plan period, and

- The Bharat Gyan Vigyan Samiti organised major jathas and minor jathas in 22 States with a view to gaining the emotional support of the people, of their political parties, of their cultural and other organisations in the cause of literacy. Environment building activities undertaken during the 7th Plan have put literacy firmly on the agenda of the nation and created a people's movement to respond to the demand for literacy so created.
- The students' involvement in the literacy campaigns increased considerably. The Central Board of Secondary Education and some State Boards of Secondary Education took decisions to involve students in literacy campaigns as part of their work experience. Under UGC's direction, over 90 university departments of Adult & Continuing Education undertook MPFL programme through each one teach one or five methods. NSS also actively joined in this.
- The National Institute of Adult Education (NIAE) was set up as a centre of research, human resource development, media and communication, library and documentation, etc. with the aim of providing inputs to strengthen the literacy and adult education programmes in this country.

8TH PLAN SCENARIO

1.3. A number of important developments took place during the 8th Plan period. The first was the adoption of the campaign approach in the adult literacy programme, even though initially there were doubts about the efficacy of the campaign approach in India because in other countries where it had succeeded, it had been preceded by a social revolution. However, the Total Literacy Campaign (TLC) launched in the Ernakulam district of Kerala by the Kerala Sastra Sahithya Parishad in collaboration with the District administration and later in the remaining districts of Kerala succeeded beyond expectations and proved that literacy through campaign mode is replicable, feasible and achievable. The National Literacy Mission facilitated the setting up of Bharat Gyan Vigyan Samiti in 1989 to provide the mobilisational input for creating an environment for TLCs all over the country.

1.3.1. The adoption of TLC which is a dominant strategy in the NLM has been reviewed and endorsed by the National Development Council Committee on Literacy in its report submitted to the Planning Commission in Jan., 1993.

1.3.2. The report was considered and endorsed in the National Development Council and also in the Conference of Chief Ministers taken by the Prime Minister on 15th February, 1994. The Chief Ministers of various States expressed commitment to adopt the campaign mode and to cover the entire State in a phased manner.

- 1.3.3. There was unanimity in the Conference that EFA should be placed high in the country's development agenda and also that the Chief Minister would periodically review the progress in this area so that the right signals are sent all over the State about the priority attached to the EFA. It was accepted that several special efforts would be needed in the States like Bihar, U.P., Rajasthan, Madhya Pradesh and Andhra Pradesh which are educationally backward.
- 1.3.4. As a follow up of the Conference of Chief Ministers taken by the Prime Minister, a meeting of Chief Ministers of Bihar, Madhya Pradesh, Rajasthan and U.P. was held at Bhopal on 4th July, 1994 to discuss the progress of Total Literacy Campaigns and the universalisation of adult education under the Chairmanship of HRD Minister. The Chief Ministers agreed to accord priority to literacy programmes and to allot 6% of their GDP for promotion of education. They also agreed to ensure that the tenure of District Collectors of TLC districts would remain undisturbed during implementation of the programme and that talented officers would be adopted for this programme by the State Governments.
- 1.3.5. As a follow up of the Conference of Chief Ministers, another Conference of Chief Ministers / Education Ministers was held on 16th November, 1995 in which important decisions were taken regarding time-bound action plan for uncovered districts, increased involvement of volunteers through community-based non-cash incentives, establishment of strong linkages between literacy campaigns and Panchayati Raj Institutions, establishment of linkages between literacy programmes and other development programmes, decentralisation of and delegation of authority for implementation of literacy programmes to State Government by establishment of SLMAs and strengthening of State Directorates of Adult Education for better monitoring of projects.
- 1.3.6. During the current Plan period, the Cabinet approved the continuation of the NLM upto the end of the 8th Plan. The objective of the NLM was revised to cover 100 million persons in the age-group 15-35 by 1997 including children in the age-group 9-14 who were not covered in the non formal education centres. The Cabinet also approved the devolution of the sanctioning procedure to the States as soon as 50% of the population in half of the districts in a State achieve NLM norms.
- It also approved that the districts covered under the Tribal Sub-Plan areas would be funded in the ratio of 4:1 (instead of the usual ratio of 2:1) to be shared by the Centre and State Government.
 - The Cabinet accorded approval to the launching of Operation Restoration in those districts where the TLC had been launched but had been unable to take off due to many circumstances including natural calamities and other locally relevant circumstances.
 - The scheme for voluntary agencies (VAs) was revised & the VAs were henceforth to be funded on a 100% basis. Furthermore, the

implementation of the scheme was to be decentralised and to be funded through leading VAs including the State Resource Centres (SRCs).

- The Voluntary Agencies Cell was to be set up in the VAs/SRCs administering the scheme with additional financial assistance. The financial assistance to SRCs which provide academic and technical resource support to the States has been increased significantly and SRCs are now being funded on a 100% basis by the Centre.
- After the 73rd Constitutional amendment, the responsibility of implementing adult education rests with the Zilla Parishads. The involvement of Panchayati Raj Institutions in literacy campaigns through sensitisation workshops, etc. is being facilitated by the NLM.
- It is proposed to continue the NLM during the 9th Five Year Plan (1997-98 to 2001-2002)

1.4. In order to strengthen the ongoing total literacy campaigns for women's literacy and thereby to redeem the situation of the girl child and to strengthen the struggle for gender equity, the Bharat Gyan Vigyan Samiti (BGVS) New Delhi held an event known as SAMATA, a Gyan Vigyan Jatha. This Jatha aimed at catalyzing the involvement of women and women's organisations in the literacy campaign and in the campaign for universalisation of elementary education. The campaign was held from March 8th to April 9th, 1993. Eight regional Women's Kala Jathas covering 20 States proceeded from different parts of the country and converged at Jhansi on April 8, 1993.

1.5. Drawing upon the experience of a large number of innovative projects successfully implemented in the country, the BGVS New Delhi had launched a massive campaign called "Joy of Learning" with the support of the Department of Education. The campaign was aimed at mobilising people's support for universalisation of elementary education.

1.5.1. The campaign was implemented at the State level by the Peoples Science Movement and by the State Units of the BGVS with the active support of the State Government, educational institutions and the community. The campaign was implemented in 16 States and a national Joy of Learning Festival was held at Bhartiyam Complex, New Delhi from 7-14 November, 1994.

- 1.6. A revised scheme of Continuing Education for neo-literates has been approved replacing the earlier scheme of Post Literacy & Continuing Education. The scheme of C.E. is a Centrally sponsored scheme like the pre-revised scheme of PL & CE. The scheme has provision for establishment of Continuing Education Centres (CECs) / Nodal CECs and also implementing some target specific programmes like Equivalency Programmes, income-generating programmes, quality of life improvement programmes and individual interest promotion programmes. Funds for the scheme will be placed at the disposal of the State Government/State Literacy Mission (SLM) for further disbursement to Zilla Saksharata Samitis (ZSSs).

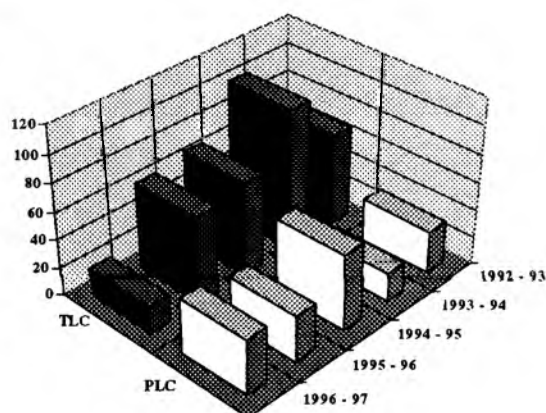
**SCHEME OF SPECIAL PROJECTS
FOR ERADICATION OF ILLITERACY**

(Total Literacy / Post Literacy Campaigns)

2.1. Over the past four years, since the adoption of the campaign mode, the coverage of districts under literacy programmes has been as follows:

Year	Districts Covered	
	TLC	PLC
1992 - 93	67	31
1993 - 94	102	21
1994 - 95	68	55
1995 - 96	63	33
1996 - 97	20	40 *

* - Proposed



2.1.2. Eighth Plan allocation for the Scheme was Rs.1000.00 crores. Against an actual allocation of Rs. 453.40 crores for the first four years of the Eighth Plan, an amount of Rs. 446.00 crores has been spent. The anticipated expenditure for the year 1996-97 is Rs.100.00 crores against an outlay of Rs.100.00 crores. In terms of coverage of districts, NLM has been able to overachieve the target laid down in the 8th Plan which was to cover 345 districts over the Plan period. Actual coverage of districts upto June, 1996 is 401 districts. In terms of coverage of learners, against the target of making 100 million persons literate by 1997, the NLM has enrolled 93 million learners of which 56.10 million have been made literate under all schemes. The reports show that out of the total clientele group under the different adult education schemes, 62% of the beneficiaries are women, while 22% and 12% belong to Scheduled Castes and Scheduled Tribes, respectively.

CHARACTERISTICS OF TOTAL LITERACY CAMPAIGNS

2.2. TLCs have certain features which make them unique and distinguish them from other government programmes:

- These campaigns are area-specific, time-bound, volunteer-based, cost-effective and outcome oriented. The thrust in TLCs is on attainment of predetermined norms of literacy and numeracy
- The campaigns are implemented through district level literacy committees registered under the Societies Registration Act as independent and autonomous bodies to provide a unified umbrella under which a number of individuals and organisations work together.
- The campaign approach to total literacy is characterised by large scale mobilisation through a multifaceted communication strategy.
- The management information system in a campaign is based on the twin principles of participation and correction.
- To enable every learner to achieve measurable levels of literacy, the new pedagogy known as “*Improved Pace and Content of Learning*” has been translated in the shape of a set of multigraded and integrated teaching-learning materials and training.

POST LITERACY CAMPAIGNS

2.3. Recognising the need for post literacy programmes, the NLM has laid considerable emphasis on timely launching of a two-year post literacy programme for neo-literates soon after the conclusion of the TLC. PLCs include about 40 hours of guided learning through a volunteer-teacher to enable the learner to reach a self-reliant level of learning. The subsequent phase of PLC consists of self-directed continuing education through library service, newspapers for neo-literates, group discussions, and other activities such as skill development and vocational training.

2.3.1. The following are the major objectives of PLC

- *Remediation*
 - those not covered by TLC to be made literate.
 - those below minimum level of learning to be enabled to achieve it.
- *Continuation*

stabilisation, reinforcement and upgradation of learning.

- *Application*

to living and working conditions.

- *Communitisation*

group action for participation in development process.

- *Skill training*

life skills, communication skills, vocation skills.

2.3.2. Post Literacy Campaigns are launched to ensure that the neo-literates of the TLC do not relapse into illiteracy. At this moment, 166 districts are covered under the PLCs. An important aspect of PLC which has not been addressed in a concrete manner so far is skill upgradation. To ensure that literacy becomes meaningful to the neo-literates and to enable them to improve their socio-economic conditions, there is a felt need to impart skills depending on local needs and availability of local resources. It is, therefore, necessary that the component of skill upgradation is quantified and budgeted for, in every Post Literacy project.

SIGNIFICANT ACHIEVEMENTS UNDER THE CAMPAIGN APPROACH

2.4. The campaigns have yielded certain social spin-offs which are summarised as follows:

- The campaigns have benefited women more and promoted the cause of women's equality since they are the major participants in the programme.
- Higher enrolment and retention of children in primary schools has been witnessed.
- Significantly enhanced participation in family welfare programme has been noticed in several successful TLC districts with a modest impact on birth-rate.
- There is greater acceptance of the message of immunisation and substantial improvement in its actual implementation resulting in decline in infant mortality rate.
- The campaigns have promoted social, cultural and linguistic integration and communal harmony.

- There is increased awareness of removal of abominable social evils like dowry, child marriage, beggary, alcoholism etc. These are getting minimised and better civic and environment awareness like promotion of 'green cover' have been witnessed.
- The campaigns have helped to operationalise grass root level structures like Village Education Committees for effective mobilisation and participation of the community in literacy programmes, which have also been taken advantage of for other developmental programmes.
- The kala jathas and programmes of folk songs and dramas, use of audiocassettes for songs, community singing etc. have resulted in a cultural revival which will go a long way in revitalising folk traditions.

EVALUATION

2.5. An Expert Group was constituted in April 1993 under the Chairmanship of Prof. Aun Ghosh to undertake a status-cum-impact evaluation of literacy campaigns launched in different parts of the country. Some of the important findings of the Report are as under:

- More of a movement than a programme
- Overwhelming impact on women
- Positive impact on caste and communal relations
- Demand generated for primary education
- Activated concern for developing a just and humane society
- Sensitisation of the bureaucracy
- Literacy placed on the national agenda
- Quality suffered in some places because of preoccupation with total literacy
- Bureaucratisation - in some cases
- Need for quick follow-up post literacy campaigns in order to consolidate fragile illiteracy skills
- Some campaigns launched without adequate preparations

NEW STRATEGIES

2.6.1. Keeping in view the way the Mission has moved, the following new strategies have evolved:

- Preparation of time-bound action plans for TLC coverage of uncovered districts in the States of Bihar, U.P., Rajasthan and Maharashtra.
- Non-cash incentives for motivating volunteers.
- Establishment of strong linkages between literacy campaigns and Panchayati Raj Institutions.
- Establishment of strong linkages between the literacy programme and other development programmes.
- Decentralisation and delegation of authority for implementation of literacy programmes to State Governments by establishing of State Literacy Mission (SLM).
- Strengthening of State Directorates of Adult Education to act as nodal agencies for monitoring of the programme.
- Strengthening of SRCs for providing improved techno-pedagogic and training support to literacy programmes..

BHARAT GYAN VIGYAN SAMITI (BGVS)

2.7. Under the scheme of Special Projects for Eradication of Illiteracy, financial grants are given to the voluntary agency named Bharat Gyan Vigyan Samiti, New Delhi, which is devoted to activities for generation of a positive demand for literacy and provision for a simple and inexpensive people's delivery mechanism for literacy through countrywide jathas and State-level projects. The BGVS also extends to the literacy campaigns a certain degree of management, pedagogic and mobilisation support with its activists.

FINANCIAL ASPECTS

2.8. During the 9th Plan, it is proposed to cover remaining districts (125 approx. under TLC and 300 approx. under PLC).

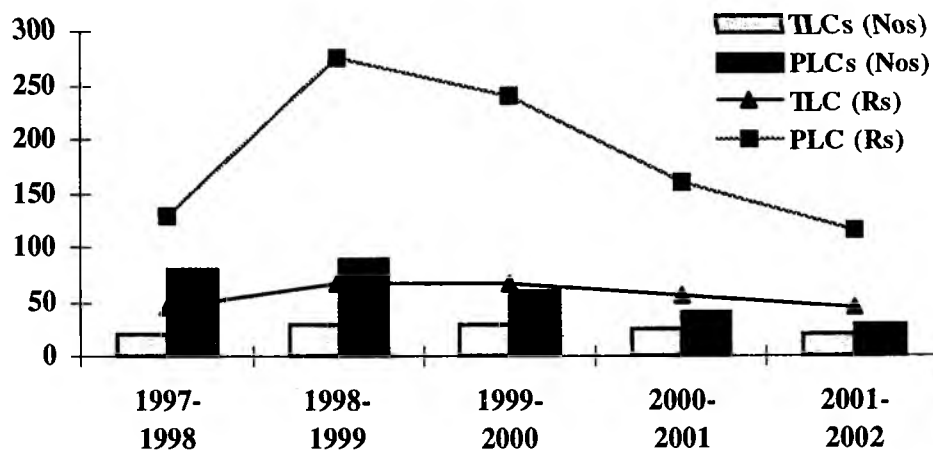
2.8.1. The average per learner cost in TLC projects varies substantially from State to State and even within a State from district to district, on account of several factors such as geographic challenges, climate, socio-economic conditions and other district specific problems. This has also been the experience in the Eighth Plan during the course of which the per learner cost has generally varied between Rs.65/- to Rs.100/-. Having regard to cost escalations occurring over time as well as due to geographical diversity and other district specific factors, the per learner cost during the Ninth Plan period is estimated to vary between Rs.90/- and Rs.180/-. Thus, while the base level per learner cost for a TLC during the Ninth Plan would be Rs.90/-, the Project Approval Committee of NLMA may be allowed to approve TLC projects in the per learner cost range of Rs.90/- to Rs.180/- taking into account the local factors having bearing on the per learner cost and the specific needs of the district. The total requirement of funds (Central share) for implementation of TLC projects to be taken up during the Ninth Plan is estimated to be Rs.280.00 crores.

2.8.2. A number of projects which need to be restored would also require additionality of 40-50% on the original project cost. The estimates for Restoration of identified projects is placed at Rs.100.00 crores. The total requirement under the TLC, including operation restoration component would be Rs.380.00 crores.

2.8.3. In respect of post literacy projects which are generally of two years' duration, the base level cost during the Eighth Plan has been Rs.40/- per learner per year. The base figure for Ninth Plan would be Rs.65/- per learner per year for a period of two years. This may, however, go upto Rs.130/- per learner per year depending on district specific requirements of implementing post literacy programmes, catering, inter alia, to special needs of the neo-literates in a district like skill development programmes etc. Thus, during the Ninth Plan, the Project Approval Committee of NLMA may be allowed to approve post literacy projects in the cost range of Rs.65/- to Rs.130/- per learner per year having regard to district specific needs and cost escalations. It is estimated that 300 districts would go into the post literacy phase during the Ninth Five Year Plan period and the estimated cost (Central share) on post literacy projects would be of the order of Rs.920.00 crores.

2.8.4. Following table shows the year-wise projections in terms of districts to be covered under TLC/PLC as well as the financial requirements for the 9th Five-Year Plan:

Year	No. of Districts Under		Financial Requirements Rs. in Crores)	
	TLC	PLC	TLC	PLC
1997 - 1998	20	80	45	130
1998 - 1999	30	90	67	275
1999 - 2000	30	60	67	240
2000 - 2001	25	40	56	160
2001 - 2002	20	30	45	115
	Total		280	920



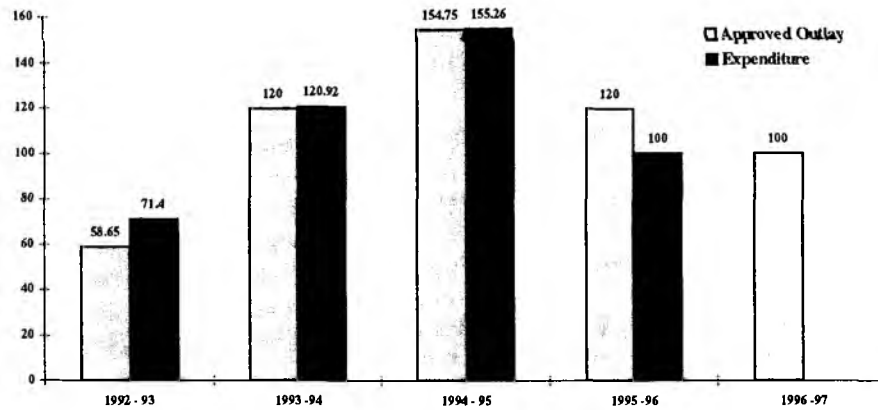
❖ Expenditure (Central share at 2/3rd of total cost) on the basis of mean figure of Rs. 135/- per learner for TLC and Rs. 195/- per learner (for 2 years) for PLC. The calculations are based on an average coverage of 2.50 lakh learners per district for TLC/PLC.

2.8.5. The total requirement, including the Operation Restoration component would come to approximately Rs.1300.00 crores.

EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in Crores)

Year	Approved Outlay	Expenditure
1992 - 93	58.65	71.40
1993 -94	120.00	120.92
1994 - 95	154.75	155.26
1995 -96	120.00	100.00
1996 -97	(Proposed) 100.00	



COST STRUCTURE OF THE SCHEME OF SPECIAL PROJECTS FOR ERADICATION OF ILLITERACY (TLC/PLC)

While the total cost of a TLC/PLC project is approved initially for the entire project period, the grants are released to Zilla Saksharata Samitis on lump-sum basis, which is calculated on the basis of per learner cost and the ZSS is free to decide allocations of the per learner cost under different items of expenditure in such a manner as may be considered appropriate. The only condition is that activities on which expenditure is incurred should be closely related to the literacy project. Thus, the entire costing structure is left to be flexible keeping in view the local specifics and the strategy of implementation in a particular district. The ZSSs are expected to develop their own financial pattern with such modifications as they may consider necessary. The NLMA has suggested an *illustrative* and *advisory* pattern of costing on broad parameters such as:

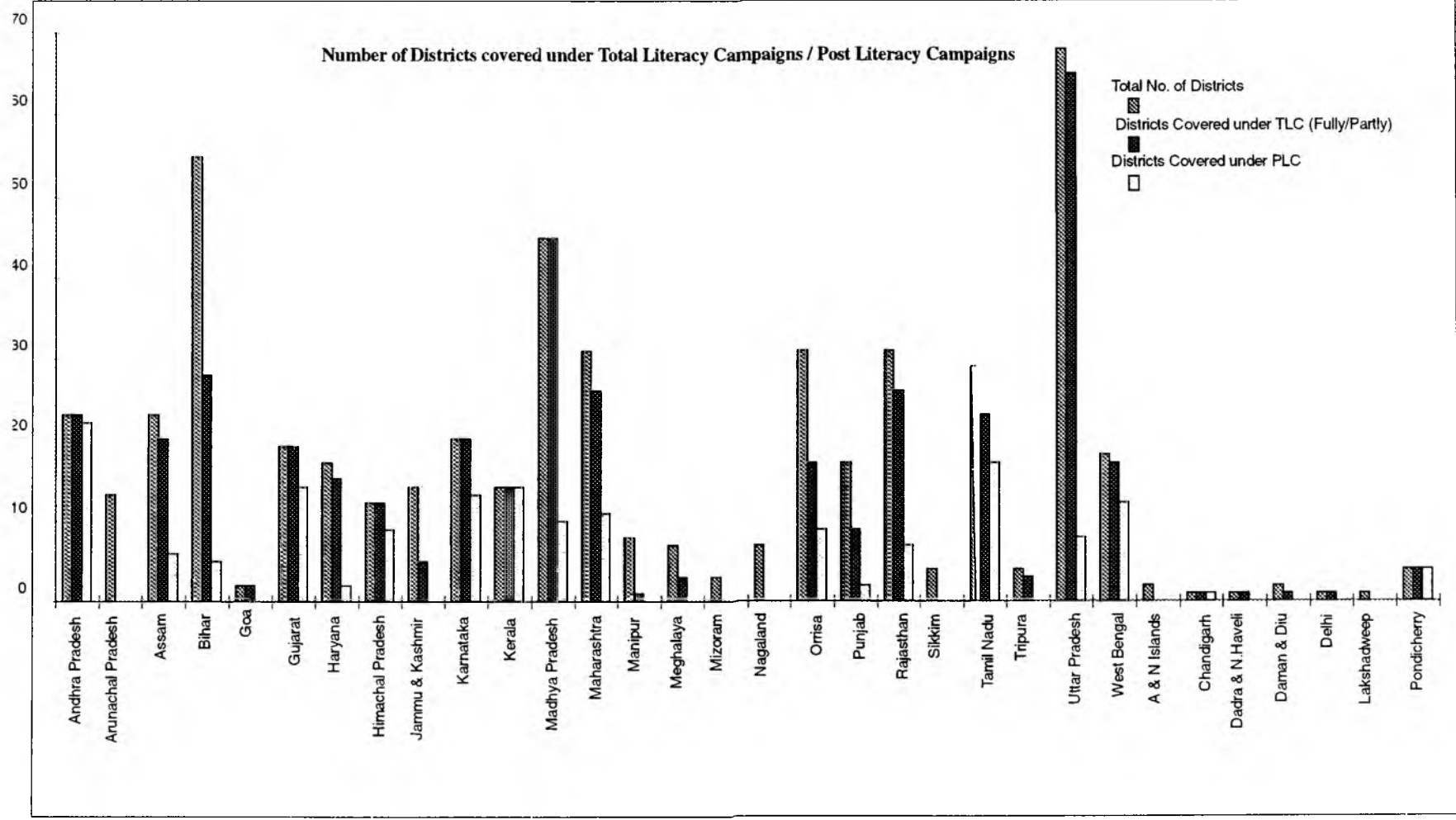
The mean average works out to 100%

Survey	1 - 1.5 %
Environment Building	7 - 10 %
Teaching / Learning Material	30 - 35 %
Training of Functionaries	25 - 30 %
Monitoring and Supervision	7 - 10 %
Evaluation	5 - 7 %
Administration	10 - 12 %
Contingencies	5 %

CHAPTER - II APPENDIX

A.

State Wise Statement Showing Number of Districts Covered Under Total/Post Literacy Campaigns			
State/UT	Total No. of Districts	Districts Covered under	
		TEC (Fully/Partly)	PLC
Andhra Pradesh	23	23	22
Arunachal Pradesh	13	---	---
Assam	23	20	6
Bihar	55	28	5
Goa	2	2	---
Gujarat	19	19	14
Haryana	17	15	2
Himachal Pradesh	12	12	9
Jammu & Kashmir	14	5	---
Karnataka	20	20	13
Kerala	14	14	14
Madhya Pradesh	45	45	10
Maharashtra	31	26	11
Manipur	8	1	---
Meghalaya	7	3	---
Mizoram	3	---	---
Nagaland	7	---	---
Orrisa	31	17	9
Punjab	17	9	2
Rajasthan	31	26	7
Sikkim	4	---	---
Tamil Nadu	29	23	17
Tripura	4	3	---
Uttar Pradesh	68	65	8
West Bengal	18	17	12
A & N Islands	2	---	---
Chandigarh	1	1	1
Dadra & N.Haveli	1	1	---
Daman & Diu	2	1	---
Delhi	1	1	---
Lakshadweep	1	---	---
Pondicherry	4	4	4
Total	527	401	166



B

List of Tribal Districts			
State/UT	No.	District	Covered Under TLC
Arunachal Pradesh	1	Tawang	
	2	West Kameng	
	3	East Kameng	
	4	Lower Subansiri	
	5	Upper Subansiri	
	6	West Siang	
	7	East Siang	
	8	Dibang Valley	
	9	Tirap	
Assam	10	Kokrajhar	Yes
	11	Dhemaji	Only 1 Block
	12	Kabri Anglong	
	13	North Cachar Hills	Yes
Bihar	14	Dhumka	Yes
	15	Lohardaga	
	16	Gumla	
	17	Ranchi	Yes
	18	Pashchimi Singhbhum	
Gujarat	19	Panchmahals	Yes
	20	Bharuch	Yes
	21	Valsad	Yes
	22	Dangs	Yes
Himachal Pradesh	23	Lahaul & Spiti	Yes
	24	Kinnaur	Yes
Maharashtra	25	Dhule	
Madhya Pradesh	26	Shahdol	Yes
	27	Jhabua	Yes
	28	Dhar	Yes
	29	Khargone	Yes
	30	Mandla	Yes
	31	Sarguja	Yes
	32	Raigarh	
	33	Bastar	
Meghalaya	34	Jaintia Hills	Yes
	35	East Khasi Hills	
	36	West Khasi Hills	
	37	East Garo Hills	Yes
	38	West Garo Hills	

List of Tribal Districts			
State/UT	No.	District	Covered Under TLC
Manipur	39	Senapati	
	40	Tamenglong	
	41	Churachandpur	Yes
	42	Chandel	
	43	Ukhrul	
Mizoram	44	Aizawl	
	45	Lunglei	
	46	Chhimitupui	
Nagaland	47	Kohima	
	48	Phek	
	49	Zunhebato	
	50	Wokha	
	51	Mokokchung	
	52	Tuensang	
	53	Mou	
Orissa	54	Sungargarh	Yes
	55	Keonjhar	Yes
	56	Mayurbhanj	Yes
	57	Koraput	Yes
	58	Malkangiri	Yes
Rajasthan	59	Dungarpur	Yes
	60	Banswara	Yes
Sikkim	61	North District	
Tripura	62	South Tripura	Yes
A & N Islands	63	Nicobar	Yes
Dadra & N.Haveli	64	Dadra & N.Haveli	Yes
Lakshadweep	65	Lakshad	

Note: Those districts whose tribal population is 40% of the total population have been identified as Tribal Districts

D.

List of Urban Districts			
State/UT	No.	District	Covered Under FLC
Andhra Pradesh	1	Hyderabad	Yes
Bihar	2	Dhanbad	Yes
	3	Purbi Singhbhum	
Delhi	4	Delhi	Yes
Goa	5	South Goa	Yes
Gujarat	6	Ahmedabad	Yes
	7	Surat	Yes
Karnataka	8	Bangalore Urban	Yes
Kerala	9	Kannur	Yes
Madhya Pradesh	10	Gwalior	Yes
	11	Bhopal	Yes
	12	Indore	Yes
Maharashtra	13	Greater Bombay	Yes
	14	Thane	Yes
	15	Pune	Only rural area
	16	Nagpur	Yes
Mizoram	17	Aizawl	
Punjab	18	Ludhiana	Yes
Tamil Nadu	19	Madras	Yes
	20	Coimbatore	Yes
Uttar Pradesh	21	Dehradun	Yes
	22	Lucknow	Yes
	23	Kanpur Nagar	Yes
West Bengal	24	North 24-Parganas	Yes
	25	Calcutta	
Chandigarh	26	Chandigarh	Yes
Daman & Diu	27	Diu	
Lakshadweep	28	Lakshad	
Pondicherry	29	Pondicherry	Yes
	30	Nana	Yes
	31	Yanam	Yes

Note: Those districts whose urban population is more than 50% of the total population have been identified as Urban Districts

E.

List of Districts With Female Literacy Rates Below 20 % - 1991				
State/UT	No.	District	Covered Under TEC	Literacy Rate
Andhra Pradesh	1	Mahbubnagar	Yes	18.03
	2	Medak	Yes	19.25
Arunachal Pradesh	3	Tawang		16.83
	4	East Kameng		14.02
	5	Tirap		18.52
Bihar	6	Gopalganj		17.75
	7	Paschim Champaran		14.41
	8	Purba Champaran		13.69
	9	Sitamarhi		15.31
	10	Madhubani	Yes	16.75
	11	Saharsa	Yes	14.70
	12	Madhepura	Yes	14.41
	13	Purnia		16.80
	14	Katihar	Yes	16.88
	15	Khagaria	Yes	19.79
	16	Godda	Yes	18.00
	17	Sabihganj	Yes	16.32
	18	Dumka	Yes	17.91
	19	Deoghar		19.74
20	Giridih		17.65	
21	Palamau		16.15	
22	Araria		14.01	
23	Kishanganj	Yes	10.38	
Madhya Pradesh	24	Shivpuri	Yes	15.64
	25	Guna	Yes	17.99
	26	Tikamgarh	Yes	19.96
	27	Panna	Yes	19.41
	28	Sidhi	Yes	13.61
	29	Shajapur	Yes	19.77
	30	Jhabuba	Yes	11.52
31	Rajgarh	Yes	15.62	
32	Sarguja	Yes	17.40	
33	Bastar	Yes	15.30	
Orissa	34	Kalahandi	Yes	14.56
	35	Koraput	Yes	13.09
Rajasthan	36	Churu		17.32
	37	Bharatpur	Yes	19.60
	38	Dholpur		15.25

List of Districts With Female Literacy Rates Below 20 % - 1991				
State/UT	No.	District	Covered Under TLE	Literacy Rate
Rajasthan	39	Sawaimadhopur	Yes	14.64
	40	Sikar	Yes	19.88
	41	Tonk	Yes	15.24
	42	Jaisalmer	Yes	11.28
	43	Nagaur	Yes	13.29
	44	Pali	Yes	16.97
	45	Barmer	Yes	7.68
	46	Jalore	Yes	7.75
	47	Sirohi	Yes	16.99
	48	Bhilwara	Yes	16.50
	49	Udaipur	Yes	19.00
	50	Chittorgarh	Yes	17.15
	51	Dungarpur	Yes	15.40
	52	Banswara	Yes	13.42
	53	Bundi	Yes	16.13
	54	Jhalawar	Yes	16.18
Uttar Pradesh	55	Moradabad	Yes	18.34
	56	Rampur	Yes	15.31
	57	Badaun	Yes	12.82
	58	Bareilly	Yes	19.85
	59	Pilibhit	Yes	17.22
	60	Shahjahanpur	Yes	18.59
	61	Kheri	Yes	16.35
	62	Sitapur	Yes	16.90
	63	Hardoi	Yes	19.75
	64	Lalitpur	Yes	16.62
	65	Banda	Yes	16.44
	66	Baharaich	Yes	10.73
Uttar Pradesh	67	Gonda	Yes	12.58
	68	Barabanki	Yes	15.41
	69	Siddharthnagar	Yes	11.84
	70	Maharajganj	Yes	10.28
	71	Basti	Yes	17.82
	72	Deoria	Yes	18.75
	73	Sonbhadra	Yes	18.65

NEW INITIATIVES

- 3.1. Keeping in view the fall outs of the implementation of the various literacy programmes, both achievements and weaknesses as evidenced through evaluations, new strategies have been developed for effective implementation of the programme during the Ninth Plan period. Such strategies, designed into new initiatives, are discussed below:

OPERATION RESTORATION

- 3.2. Initially, the campaign had begun in the South viz. Kerala, Andhra Pradesh, Tamil Nadu, Maharashtra etc. where there had been a higher literacy rate as well as strong voluntary ethos. During the crucial years after Education for All (EFA) 1992 when the decisions were taken to venture into the Hindi heartland, it was found that it was difficult to make headway as the rate of literacy especially female literacy was very low and there was absence of voluntary ethos in these States. Although the TLCs took the form of a mass movement and spread very quickly throughout the country, in many cases for reasons such as natural calamities, absence of political will, frequent transfer of Collectors etc., a number of campaigns stagnated. Therefore, there is a need to restore these campaigns. The Operation Restoration component under the Scheme of Special Projects for Eradication of Illiteracy was approved by Cabinet in 1994. The guidelines for identifying districts for operation restoration as well as the categorisation of districts needing restoration have been finalised.
- 3.2.1. Although the NLM has exceeded its target set for the 8th Plan in terms of number of districts, there is general consensus that this is a National programme and it would not be appropriate to keep some States out of its purview and therefore it is felt that the remaining districts of the country would be taken up during the 9th Plan period. However, more energy would necessarily be devoted to the restoration of those districts which have stagnated.

DECENTRALISATION OF PROJECT SANCTIONING

- 3.3. The Expenditure Finance Committee, while considering the Eighth Plan approach, generally endorsed the setting up of State Literacy Mission Authorities or sanctioning projects on decentralised basis by devolution of powers. The

Committee suggested that the process of sanctioning projects should be decentralised and delegated to the SLMAs. A system of devolution of decision making at the State level has been evolved where literacy efforts in a State have taken on a self-sustaining character, i.e., when at least 50% of the districts of a State have been covered by literacy campaigns of the NLM.

- 3.3.1. It is, therefore, proposed to release block grants under the Scheme to SLMAs for sanctioning literacy campaign projects. This will be done as and when the SLMAs are set in motion.

ESTABLISHMENT OF STRONG LINKAGES BETWEEN LITERACY PROGRAMMES AND PANCHAYATI RAJ INSTITUTIONS

- 3.4. With the passing of the 73rd and 74th Amendments to the Constitution, the Legislature of a State may, by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level, subject to such conditions as may be specified therein, with respect to -

- *the preparation of plans for economic development and social justice;*
- *the implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule.*

- 3.4.1. Under the Eleventh Schedule, referred to in Article 243-G, Adult and Non-Formal Education has been specified as one of the matters in relation to which responsibilities can be entrusted upon Panchayats for implementation of the programmes and schemes.

DEVOLUTION OF POWERS TO PANCHAYATS

- 3.4.2. The local bodies should have the authority to take decisions, and at the same time they should also be assured of access to adequate resources. For this an effective decentralised institutional arrangement of powers and functions would be required at various levels for sustained and overall development of the community. Panchayat Raj institutions are meant for the fulfilment of the fundamental objectives of the community development movement, wherein, literacy and education of people constitutes the most important core aspect of the entire development process. In order to achieve total literacy and sustained socio-economic development, strengthening of local bodies, Panchayats, is very essential to make these institutions effective instruments of our economic and educational planning and management.

FUNCTIONS AND RESPONSIBILITIES

3.4.3. Past experience shows that without involving people in large numbers, very little is achieved. Panchayat Raj functionaries have major role to play in this regard for mobilisation of people and effective implementation of literacy programmes in the country. The areas wherein they can be involved actively are generation of environment and creation of motivation amongst learners and volunteers in securing co-operation and mass participation of people and in concurrent evaluation of the literacy programmes. The focus, particularly at micro-level, could be on the following:

- Forming village education committees/village literacy committees and make them responsible and operational/functional.
- Participating in village level literacy/ educational planning to eradicate illiteracy within a definite time-frame.
- Preventing non-recurrence of illiteracy in future by ensuring that all the eligible primary school- age children get enrolled in primary schools.
- Enabling all non-literate children of 9-14 age-group to become literate by encouraging them to join NFE courses, equivalency programmes made available by National/State Open Schools and even formal education stream for their continuing education.
- Conducting periodical monitoring and review meetings preferably every week on a fixed day.
- Visiting literacy centres to
 - arrest dropout problem,
 - observe the quality of literacy instruction by the literacy volunteers to the learners,
 - study of the progress in literacy achievement from level I-III,
 - working for village level management information system, authentic information and timely flow.

ORIENTATION AND TRAINING OF PANCHAYAT RAJ FUNCTIONARIES

3.4.4. Before involving them in literacy programme, it will be very essential that the local bodies are given adequate orientation about the implementation of the whole programme. In this regard, though, one third reservation has been given to SC/ST and women in Panchayats, many of them have no knowledge of the assigned task

and the method to implement "*the rights and duties*". For this purpose they are to be provided an orientation and adequate training. The training of Panchayat Raj functionaries is to be organised in such a manner that this not only imbibes a confidence in them but also imparts the knowledge of their duties and rights as enshrined in the Constitution.

- 3.4.5. It would, therefore, be necessary to organise a number of orientation and training programmes for Panchayat functionaries in each of the States where Panchayat Raj system is already in vogue. The primary responsibility of conducting orientation and training programmes for the Panchayat functionaries at the village, block and district level shall be of the Zilla Saksharata Samitis. The State Resource Centres in each of the State would, however, have to assume major responsibilities for identification of trainers and resource persons of high calibre, development of comprehensive training strategies and appropriate training modules for imparting training to a large number of functionaries on a highly decentralised basis. Each of the SRCs would have to also prepare an action plan for conducting orientation and training programmes for Panchayat Raj functionaries and ensure that at least one major training camp is organised in every quarter of the year. Similarly, ZSS would have to prepare district specific training plan for the Panchayat functionaries and organise one major training camp every quarter. The Directorate of Adult Education would have to closely monitor the progress in organising training programmes for Panchayat Raj functionaries.

STRENGTHENING OF DIRECTORATES OF ADULT EDUCATION

- 3.5. One of the important initiatives taken during the Eighth Plan was to review the role of the State Directorates of Adult Education and initiate measures to strengthen their functioning. A Conference of all the State Directors of Adult Education was convened by the NLM in February 1996 to discuss relevant issues and devise measures for more dynamic involvement of the State Directorates in promoting literacy programmes in their respective States. The Conference recommended that the Directorates of Adult Education need to be adequately strengthened to enable them to act as nodal agencies for close monitoring of literacy programmes in the States. More importantly, the Directorates need to be developed as de-bureaucratised professional organisations responsible for co-ordinating and facilitating the literacy programmes. With the decentralisation and devolution of powers to State Literacy Mission Authorities as conceived by the NLM, the State Directorates would also have to function as the secretariat of the SLMA. Simultaneously, the Central Directorate of Adult Education would have to be adequately strengthened to play the lead role as a National Resource Centre for providing academic and technical support to literacy programmes.

STRENGTHENING OF STATE RESOURCE CENTRES

3.6. During the 9th Five Year Plan there is a provision of strengthening the SRCs/RRCs in qualitative and quantitative terms. About 25 SRCs/RRCs are proposed to be opened during the next Five Year Plan in addition to the existing SRCs/RRCs to bring the average number of learners/neo-literates/literates to be covered between 3 to 5 million. Some existing SRCs/RRCs would be wound up during the 9th Plan period on the basis of their performance/utility.

3.6.1. During the 9th Five Year Plan it is also proposed to assign study for evaluating the performance of SRCs / RRCs. At least 5 SRCs / RRCs will be evaluated in each year.

EVALUATION SYSTEMS

3.7. With a view to ensuring effective implementation of the literacy programmes, the NLM has now introduced more meaningful and rigorous evaluation systems. Each TLC district is now required to take up concurrent evaluation of the ongoing programmes through an outside agency nominated by the State Directorate of Adult Education. Concurrent evaluation aims at quick mid-term appraisal of a project to assess the strengths and weaknesses of an ongoing programme and to identify correctives for improvement of the programme. Besides concurrent evaluation, each TLC project is now subjected to final evaluation towards the end of the project through an independent external evaluation agency nominated by the NLM. A panel of reputed Social Science Research Institutions is maintained at the national level and empanelled agencies are periodically briefed and oriented by the DAE in regard to evaluation methodologies and techniques for realistic assessment of achievements. The new approach to evaluation adopted by the NLM emphasises upon ensuring complete transparency of the programme and thus enhances the credibility of the results reported by a district.

SCHEME OF CONTINUING EDUCATION FOR NEO-LITERATES

BACKGROUND OF THE SCHEME

- 4.1. The Government of India have approved launching of Scheme of Continuing Education for neo-literates in December, 1995 to replace the earlier Scheme of Post Literacy and Continuing Education (PL&CE). The Scheme of Post Literacy and Continuing Education (PL&CE) was initially launched in March, 1988 as a follow up programme of the then centre based basic literacy programme under Rural Functional Literacy Programme (RFLP). Jan Shikshan Nilayams (Peoples' learning centres) were the principal instrumentality of implementation of Post Literacy and Continuing Education Programmes.
- 4.1.1. With the launching of Total Literacy Campaigns(TLCs)/Post Literacy Campaigns (PLCs) the coverage under the centre-based RFLP was restricted to only difficult hilly, forest, desert and border areas. In the rest of the areas, the RFLP programme was completely closed down. The managerial and supervisory infrastructure provided under the RFLP was also withdrawn. As a result, JSNs came to be implemented more or less in isolation. In the background of changes in the strategies of implementation of literacy programmes, it was decided by the Govt. to get the working of scheme of PL &CE comprehensively reviewed before its further expansion during the 8th Five Year Plan. An evaluation study of the Scheme, was, therefore, made through a Social Research Institute.
- 4.1.2. In the light of major findings and recommendations made in the evaluation study report and recommendations of the Expert Group and having regard to the emerging literacy scenario, it was found necessary to overhaul the Scheme of PL & CE and to formulate a new Scheme of Continuing Education for neo-literates under the NLM.
- 4.1.3. The Scheme of Continuing Education for neo-literates is designed to cater to the continuing education needs of millions of neo-literates emerging from successful completion of literacy campaigns in several districts all over the country. This scheme aims to provide an institutionalised mechanism of continuing education through Continuing Education Centres (CECs) to enable the neo-literates to retain, improve and apply their basic knowledge and skills for satisfaction of their

needs and to facilitate continued learning through a self directed process for improvement of the quality of their lives.

- 4.1.4. Under the Scheme the main thrust is given to setting up of Continuing Education Centres (CECs) to serve as Library, Reading Room, Learning Centre, Training Centre, Information Centre, Charcha Mandal, Developmental Centre, Cultural Centre, Sports Centre and other individual interest promotion programmes centre. CECs are set up in a cluster of 8 to 10 with one of them being designated as nodal CEC. Ideally there is one CEC for one village to serve a population of 1500 to 2000 which includes 500 neo-literates or other targeted beneficiaries like the dropouts of primary school. Besides CECs there is a provision of implementing some target specific programmes also like *Equivalency Programme* through Study Centres, *Quality of Life Improvement Programmes and Income Generating Programmes* through Skill development/upgradation centres. Millions of learners who have been initiated into the world of letters have to be provided with sufficient quantities of appropriate reading material like books, news papers, and wall news papers. Efforts for developing a vibrant centre of reading and a village literacy movement is also very important.

FINANCIAL IMPLICATION DURING 8TH FIVE YEAR PLAN PERIOD

- 4.2. In terms of Financial implication, Rs. 132.00 crores was proposed for operationalisation of the pre-revised Scheme of PL & CE during the 8th Five Year Plan from the overall outlay of Rs. 1400 crores earmarked for Adult Education during 8th Plan. In the initial years of the launching of the PL & CE Scheme about 22000 JSNs were sanctioned to various State Govts/UT Administrations with a financial assistance @ Rs. 7,000 Non-Recurring and 7,000 Recurring grant per JSN for the first year. In view of the launching of Revised Scheme of Continuing Education for neo-literates, the funding of JSNs under the scheme has been ceased with effect from 31st March, 1996 for the JSNs running in the districts, which are covered under TLC/PLC programmes. However, in the districts which have not so far been covered through TLC/PLC, Jana Shikshan Nilayams established under the earlier scheme will remain the principal mechanism to fulfil Post literacy and Continuing Education needs of the local population. The existing JSNs will, therefore, be continued in the non-TLC districts until such districts are also taken up for TLC.
- 4.2.1. The Scheme of Continuing Education for neo-literates is a *Centrally Sponsored Scheme* like the pre-revised Scheme of PL & CE. Continuing Education Programmes under this scheme are taken up only in the districts which have completed both the TLC and PLC phases and external evaluation of the TLC has been conducted. The Central Govt. places the funds under the Scheme at the disposal of the State Literacy Mission Authority (SLMA)/State Govts/UT Administrations having regard to the financial requirements indicated by them in the Action Plan for the year. Zilla Saksharata Samitis are centrally responsible at

the district level for formulating project proposal and implementing continuing education programmes.

4.2.2. The funding of CE programmes under the revised scheme have two components:

❶ *Financial assistance for establishment and running of the Continuing Education Centres*

This is based on a uniform pattern comprising of non-recurring provision of Rs. 10,000/- per CEC, which is admissible in the first year only and a recurring provision of Rs.10,000/- per CEC per year. The corresponding non-recurring and recurring provision for each Nodal CEC is Rs. 20,000/-. However, for the 9th Plan period, a provision of Rs.30,000 non-recurring and Rs.40,000 recurring for a CEC and Rs.60,000 non-recurring and Rs.75,000 recurring for a nodal CEC is proposed.

❷ *Financial assistance for taking up innovative target specific functional programmes and continuing education activities*

For the purpose the implementing agencies are given responsibility to develop area specific, need based , socio-economically oriented target specific functional programmes. No specific / illustrative funding pattern has been designed by the Govt. for these programmes. However, the implementing agency is given full freedom to devise the budgetary provision out of the assistance provided under the Scheme.

4.2.3. The expenditure made under this Scheme during the last four years of 8th Plan and the estimated expenditure during the final year of the plan is as under:

(Rs. in Crores)

Year	Expenditure
1992 - 92 (Actual)	6.26
1993 - 94 (Actual)	9.02
1994 - 95 (Actual)	11.05
1995 - 96 (Actual)	9.33
1996 - 97 (Proposed)	75.50
Total	111.16

- ❖ Financial assistance would be provided under the scheme to 38 districts in various states which have successfully completed the TLC & PLC phases of under the NLM norms. 38 districts have been identified for operationalisation of Continuing Education Projects during the year 1996-97 i.e, the last year of 8th Plan under the CE Scheme. The coverage of more districts would be extended in a phased manner in the 9th Five Year Plan having regard the successful completion of Total Literacy and Post Literacy Campaigns in the districts.

SCHEME OF CONTINUING EDUCATION - NINTH FIVE YEAR PLAN

- 4.3. In 9th Plan, Continuing Education Centres (CECs) will be established in as many as *150 additional districts* as permanent centres at the village level to provide library facilities to the neo-literates and for organising short-duration training programmes for their vocational and skill development. Besides establishment of CE Centres, diverse kind of continuing education programmes involving alternative and innovative approaches would be launched in the districts during 9th Plan. *On the recommendations of the Working Group, it is proposed that cent percent financial assistance for the scheme be provided by the Central Government for the entire Ninth and Tenth Plan periods.* During 9th Plan, the basic thrust under the Scheme will be given to:
- 4.3.1. *Establishment and running of CECs/Nodal CECs* to provide institutionalised mechanism to enable the neo-literates to retain, improve and apply their basic knowledge and skills for satisfaction of their basic needs & to facilitate continued learning through a self-directed process for improvement of the quality of their life. An illustrative/suggested financial pattern of one CEC/Nodal CEC giving break-up of likely components of non-recurring and recurring expenditure is given in *Chapter 4 Appendix A & B* as proposed for 9th Plan period. As per the approved Scheme, ordinarily one CEC may be established for each village to serve around 500 neo-literates in a population of about 1,500 to 2,000. However, in sparsely populated areas such as hilly tracks, tribal and desert areas, the population covered could be less than 1,500. For calculation of number of CECs/nodal CECs in such sparsely populated areas, it is proposed that ZSSs may be allowed to calculate the number of CECs on the basis of locally relevant situations.
- 4.3.2. *Establishment and running of Study Centres for Equivalency Programme* for adult and younger age group beneficiaries. For the launching of equivalency Programme active resource support is being taken from National Open School in terms of academic input and actual implementation will be done by the State Open School. (SOS) has developed learning material for Class IIIrd to VIIIth standard for adult learners which is technically equal to the academic standard with the learning content of formal education system. Special emphasis is given to design the learning content having close proximity with the maturation status of the adults. The learners in the younger age-group, say below 15 years, may be given the option to study the learning content either specifically designed for the adults or the content used in formal school system in a specific class standard. The facilities for Equivalency Programme may be extended to about *5 percent* of the total neo-literates/other beneficiaries in a particular district per year in the 9th Plan. On an average 25 to 30 learners may be facilitated at one study centre for equivalency programme. An estimated expenditure limited upto *Rs. 15,000/-* is proposed for a single study centre. An illustrative pattern is given in *Chapter 4 Appendix C.*
- 4.3.3. The Scheme envisages *Income Generating and Quality of Life Improvement Programmes* besides other target specific programmes for the clientele groups. For

this purpose, skill development / upgradation programme should be facilitated through *nodal CECs*. Skill development/upgradation activities would be designed as per the local requirement of the beneficiaries. An estimated expenditure limited upto *Rs.64,000/-* is proposed for a nodal CEC for undertaking skill development/upgradation activities. An illustrative pattern is given in *Chapter IV Appendix D*. Necessary technical support could be asked from the functionaries of existing IRDP or TRYSEM programmes for this purpose. Training modules for traditional skills/ technical skills including handicraft and other vocational skills may be designed with the help of certain resource institutions for development of skill to the unskilled learners and upgradation of a particular skill among the skilled or semi skilled learners.

4.3.4. Apart from this a major programme to inculcate the *culture of reading* and to provide suitable reading material to millions of neo-literates will be taken up during the 9th Plan period. Efforts to develop a *nation wide village library movement* will also be made as part of the continuing education programme. Different agencies will have to be supported to produce and disseminate good quality, low cost, reading material like books, neo-literate news papers, wall news papers etc. for the benefit of the neo-literates.

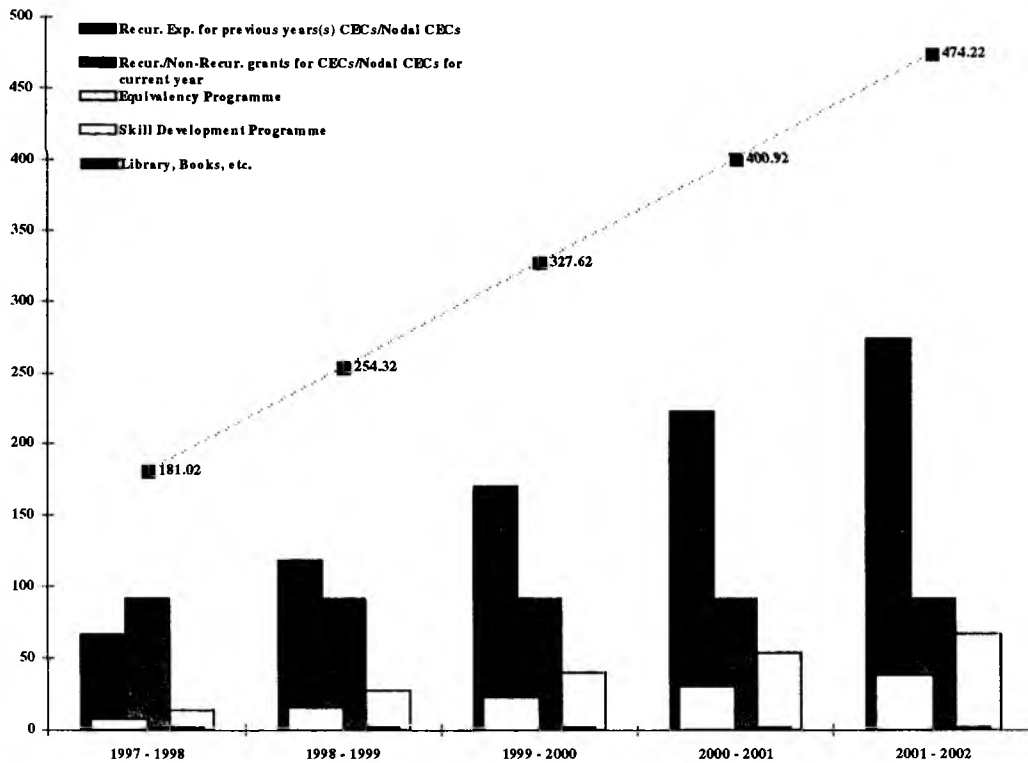
4.3.5. The Scheme of Continuing Education as revised in 8th Plan categorically supported the Zilla Saksharata Samitis (ZSSs) to be the implementing agency of the CE programme at the district level since the ZSSs, having implemented TLCs/PLCs in the district, have gained considerable organisational and managerial experience for administering the Adult Education Programmes. Mahila Mandals, Panchayat Raj Institutions, Staff of Primary & Secondary Schools and NGOs have a prominent place and role in promoting CE activities. NOS and SOSs will play an important role in the implementation of equivalency programmes. In the 9th Plan alternative agencies other than the ZSSs would also be tested for implementation of the CE programme.

4.3.6. An estimated year-wise budget, proposed for the 9th Plan to execute the Scheme is as under:

YEAR-WISE PROPOSED BUDGET ESTIMATES FOR THE 9TH PLAN PERIOD

(Rs. in Crores)

	1997 - 1998	1998 - 1999	1999 - 2000	2000 - 2001	2001 - 2002
Recur. Exp. for previous years(s) CECs/Nodal CECs	66.12	118.32	170.52	222.72	274.92
Recur./Non-Recur. grants for CECs/Nodal CECs for current year	91.80	91.80	91.80	91.80	91.80
Equivalency Programme	13.50	27.00	40.50	54.00	67.50
Skill Development Programme	7.60	15.20	22.80	30.40	38.00
Library, Books, etc.	2.00	2.00	2.00	2.00	2.00
Total	181.02	254.32	327.62	400.92	474.22



TOTAL REQUIREMENT FOR 9TH PLAN IS Rs. 1638.10 CRORES.

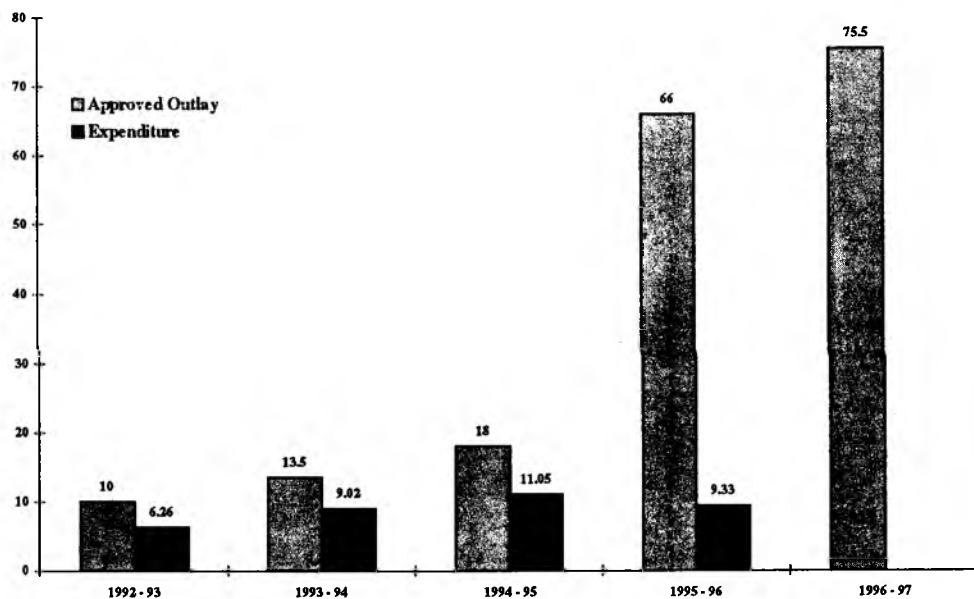
**CRITERIA FOR ESTIMATION OF THE ABOVE
INDICATED BUDGET REQUIREMENT:**

- ❶ Calculation of Budget Estimates based on 100 per cent Central assistance for the programme for the entire 9th Plan period.
- ❷ Recurring expenditure for CECs/Nodal CECs during 1997-98 works out on the assumption that during 1996-97 about 38 districts could be covered under the CE programme.
- ❸ 30 districts proposed to be covered in each year of the 9th Plan period for launching CE programme, to make total coverage of 150 districts.
- ❹ On an average an estimated number of 2.00 lakhs neo-literates per district is the clientele group for CE programme. About 340 CECs and 40 nodal CECs are required to cater the 2.00 lakhs neo-literates, taking the norm of 500 neo-literates per CEC. One CEC out of ten, could be designated as Nodal CEC.
- ❺ On an average 300 study centres for equivalency programme could be established in each district. The total coverage of neo-literates in a district would be 9,000 which is nearly 5% of the total neo-literate population. The estimated running cost of a study centre is Rs.15,000.
- ❻ All the Nodal CECs could also act as skill development / upgradation / units. Estimated cost for running a skill development centre, works out to Rs. 64,000/-.

EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	10.00	6.26
1993 - 94	13.50	9.02
1994 - 95	18.00	11.05
1995 - 96	66.00	9.33
1996 - 97	(Proposed) 75.50	



A. ILLUSTRATIVE FINANCIAL PATTERN FOR A CEC

Non-Recurring	Amount (In Rs.)
Equipment (Almirah, Petromax, Table, Roller Board, Etc.)	15,000
Books	5,000
Maps, Charts, Pictures	2,000
Sports items and Recreational material, Radio, Tape Recorder	6,500
Bicycles	1,500
Total (Non-Recurring)	30,000
Recurring	
Honorarium to Prerak @ Rs. 1500/- per month	18,000
Lighting arrangements	1,200
Training of Prerak	1,000
Newspapers and Periodicals	3,000
Purchase of Books	2,800
Replacement of material, equipment, furniture, bicycles, etc.	2,000
Office Expenses / Rent	12,000
Total (Recurring)	40,000

B. ILLUSTRATIVE FINANCIAL PATTERN FOR NODAL CEC

Non-Recurring	Amount (in Rs.)
Equipment (Almirah, Bookshelves, Petromax, Table, Chair, Durrie, Lighting Equipment, Roller Board, Etc.)	22,000
Books	10,000
Maps, Charts, Pictures and other Teaching Aids	5,000
Sports items, Recreational material and T.V. Set	20,000
Bicycles (Two)	3,000
Total (Non-Recurring)	60,000
Recurring	
Honorarium to Prerak @ Rs. 3000/- per month	36,000
Lighting arrangements	1,200
Training of Prerak	1,000
Purchase of Books	4,000
Newspapers and Periodicals	3,600
Monitoring and Supervision	1,000
Organisation of Training / Workshop Programmes	3,000
Replacement of material	1,200
Office Expenses / Rent	24,000
Total (Recurring)	75,000

C. ILLUSTRATIVE FINANCIAL PATTERN FOR A STUDY CENTRE FOR EQUIVALENCY PROGRAMME

Item	Amount Proposed (in Rs.)
Remuneration to One Teacher-Counsellor @ Rs. 10/- per month per learner (25 to 30 learners per centre) for 10 months	3,000
Teaching Learning Material	3,190
Training of Instructors	800
Personal Contact Programme incl. trimester examinations	5,000
T.A./D.A. to Lectures of DIET/MEOs/Project Officers	1,200
Contingent expenditure for each centre	250
Video and Audio Visual material	750
Conducting of Examinations and Publication of results	810
Total	15,000

D. ILLUSTRATIVE FINANCIAL PATTERN FOR A SKILL DEVELOPMENT / UPGRADATION CENTRE

Item of Expenditure	Cost per Cycle for 10 Persons (in Rs.)	No. of Cycles in one Craft	No. of Craft	Total Cost for One CEE
Honorarium to Master Craftsman / Trainer	1,500	4	2	12,000
Stipend to Learners incl. purchase of books and other items	1,000	4	2	8,000
Cost for equipment, raw material, etc.	4,000	4	2	32,000
Running Cost	1,000	4	2	8,000
Miscellaneous	500	4	2	4,000
Total	8,000	4	2	64,000

**SCHEME OF STRENGTHENING
OF
ADMINISTRATIVE STRUCTURES
IN STATES / UTs
FOR
IMPLEMENTATION OF ADULT EDUCATION
SCHEMES**

INTRODUCTION

- 5.1. A Centrally Sponsored Scheme for Strengthening of Administrative Structure at State/UT level was introduced in 1978-79 with a view to creating necessary administrative structure at the State/District levels for effectively monitoring the AE programme. Under this scheme, the State Government/UT Administrations are given 100% central grant for creating necessary administrative structure at the State/UT and district levels for implementation of National Adult Education Programme. While the central grant is meant to cover the entire expenditure on the emoluments of the sanctioned staff, expenditure on items like POL, reimbursement of medical expenses, office expenses, travelling expenses, etc. are expected to be met by the State Government. All States and UTs have been divided into four categories, namely A, B, C and D and the size of the State level administrative structure was fixed separately for each category of State/UT. As regards district level structure, it was laid down that staffing pattern at this level would depend upon the size and complexity of adult education activities being taken up in the district. Accordingly, the districts were divided into groups (A) and (B) depending upon the volume and extent of the adult education activities being undertaken by them and the limits to which staff could be appointed in both the categories in the district was fixed. In order to enable the State Government/UT Administration to ensure effective supervision and implementation of the adult education programme, the provision for purchase of a vehicle at the Centre's cost was also made under the scheme.
- 5.1.1. The scheme enjoined upon the State Government/UT Administration that only such persons who have administered evidence of their interest in and commitment to the adult education programme should be appointed to the various posts

created by the State Government/UT Administration in this regard. It was also emphasised that a fair share could be given to women.

5.1.2. Since the commencement of the scheme in 1978, there had been a large scale expansion in the adult education programme both under the centrally sponsored scheme of RFLP, the State Plan scheme of SAEP, voluntary agencies, universities, etc. Besides, the programme being run under RFLP, SAEP, VA and Universities, etc. post-literacy and follow-up components of the programme were also introduced in 1982-83 and the Mass Programme for Functional Literacy in 1986.

5.1.3. The Centre based Adult Education Programme run prior to the introduction of NLM was reviewed by several Social Science Research Institutes. Reviews indicated that the previous RFLP Scheme (centre based) was not having much impact and was not cost effective. The erstwhile RFLP Scheme was discontinued w.e.f. 1.4.91. The Policy thrust, as a result, came to favour mass campaign oriented volunteer based area specific and time bound programme what is popularly known as TOTAL LITERACY CAMPAIGN. As a result of these efforts, as of now 400 districts have been covered under TLC, out of which post-literacy campaign was launched in 166 districts. In the State of Kerala and Union Territory of Pondicherry, PLC has already been concluded. A few districts in some States which have concluded the PLC Phase are looking forward to launch Continuing Education along with those States which have concluded the literacy phase.

5.1.4. The NLM intends to make an earnest, bold and determined effort to identify and correct some of the deficiencies and constraints, e.g. environmental, infrastructural, pedagogic, etc. of the ongoing NAEP. It will be an improved version of the ongoing programme where new institutional structures will be opened while ensuring better utilisation of the existing infrastructure. NLM has the following three clear implications:

- ✍ There is an unmistakable political will and commitment at the highest level to the task of eradication of illiteracy. This is what makes the Mission a National Mission.
- ✍ Findings of scientific and technological research which have been tested and proven would be utilised for the benefit of the deprived sections of the society and towards furtherance of the tasks which are considered crucial to the country's development. To this extent, the NLM becomes a Technological Mission.
- ✍ All sections of the society such as political parties, employers, trade unions, VAs, youth, teachers, students from universities and higher education institutions including affiliated colleges, housewives, members of disciplined forces (Army, Navy and Air Force), paramilitary forces, ex-servicemen, prison management, etc. would be mobilised and involved with the mass programme of imparting functional literacy. In this respect, the NLM becomes a Societal Mission.

1.5. The States/UTs have now been categorised on the basis of the size of the adult education programme being run by them. The revised pattern is as under:-

- Category (A): Andhra Pradesh, Bihar, Madhya Pradesh, Maharashtra, Rajasthan, Karnataka, Tamil Nadu, Uttar Pradesh and West Bengal.
- Category (B): Assam, Gujarat and Orissa
- Category (C): Haryana, J & K, Punjab and Delhi.
- Category (D): Himachal Pradesh, Kerala, Manipur, Meghalaya, Nagaland, Sikkim, Tripura, Arunachal Pradesh, and Mizoram and Goa and UT of Dadra & Nagar Haveli, Pondicherry, Daman & Diu, Lakshadweep, Chandigarh and A & N Islands.

The limits upto which additional staff may be provided to the States/UTs at the State and District levels have been stipulated in the Scheme.

1.6. In order to improve mobility and to enable the State Governments and UT Administrations to ensure better supervision, implementation and monitoring of the programme 100% Central assistance would be provided for purchase of a vehicle which will be preferably a diesel driven jeep (for the sake of economy) for use at the State headquarters. The actual prevailing price of the vehicle at DGS&D rates will be taken into account. Maintenance of the vehicle by way of cost of POL, etc. will have to be met from within the State budget.

1.7. The existing Scheme lays down the general criteria regarding appointment of personnel. Mere creation of administrative structures at various levels is not sufficient; it is more important to ensure that it is not intended to bureaucratise the management structure at various levels but to ensure that the scheme is geared to an efficient functioning mechanism. The SLMs will be functioning on the broad parameters as laid down by NLMA for which the secretarial support will flow from the State Directorate of Adult Education. Thus, the Directorate of Adult Education is the supportive body to the SLMA for the various functions assigned to it. The broad functions of the SLM will be to lay down policies and giving guidance and direction to the field agencies, in consonance with the framework of the NLMA, for effective implementation of the literacy programmes; oversee the progress of the literacy programme; mobilise mass participation; review the progress of performance; arrange evaluation of the projects; hold orientation workshops etc. The broad guidelines in this behalf are separately framed. Some of

the important considerations which may be borne in mind, in this connection, are as below:-

- ❶ Scale of pay: Scale of pay and allowances for the staff working for adult education at various levels should be comparable with appropriate levels in education and/or development departments.
- ❷ Keeping in view the objectives and strategies envisaged in the NLM, the following guiding principles may be observed in the selection and placement of different categories of adult education functionaries at the State and the District level. As the main objective is more than imparting of mere literacy skills suitable persons having experience, knowledge of communication skills and organising ability and commitment to the adult education programme may be drawn from various development and welfare departments in addition to the department under which the project is being implemented. Special selection procedures may be evolved to select the right type of personnel for the State as well as the District level. The State Governments/UT Administrations may draw personnel on short-term deputation and contract basis either from among the Government officials or from non-government organisations with suitability as the only parameters of such selection.
- ❸ Since women constitute a priority group of beneficiaries under NLM it would be appropriate to appoint women to various posts at the State and District levels. In other words, women should be given weightage in making such appointment.
- ❹ Retention: Persons once selected for the adult education programme should normally not be withdrawn unless there are exceptional administrative exigencies. Persons who acquire specialised knowledge and administer evidence of their interest in and commitment to the programme should be able to stay on in the programme and opportunities for advancement in career by way of promotion should be provided to such persons within adult education field.
- ❺ Training: Adequate training arrangements should be made for all levels of functionaries i.e. from Director/Additional Director to the level of ministerial officials. Training should be both pre-service, in-service and recurrent training. Necessary guidance and help of the Directorate of Adult Education, Government of India, should be taken in organising the training schedules, curriculum and content. It is desirable that a comprehensive Manual incorporating the objective, curriculum, methodology as also the schedule for such training is drawn up by the concerned State/UT Government. However in view of the need to amend the existing Scheme, with a view to decentralise the authority, it has been felt that the deployment of functionaries needs to be streamlined. This is discussed elsewhere in this report.

EIGHTH PLAN SCENARIO

- 5.2. The Scheme of SAS was continued to be implemented during the Eighth Plan. So far 24 States/UTs are being assisted under the programme towards the liability on the posts created at the State/District level. Out of the budget provision of Rs.28 crores during the 8th Plan, an actual expenditure of Rs.48 crores was incurred.
- 5.2.1. While there is the felt need to extend the programme to the Ninth Plan period it has become imperative that the structural pattern also needs modification in view of the need to decentralise the power of sanctioning projects and devolve the same to the field agencies.
- 5.2.2. With the continued implementation of the various NLM Schemes during the Ninth Plan period, the need to continue the Scheme of Strengthening of Administrative Structure has been felt to be further extended accordingly, more or less in the same pattern. However, in line with the endorsement of the Expenditure Finance Committee to decentralise the power of sanctioning projects etc. to the SLMA, the question of setting up of the SLMs at the State level assumes all the more importance. Keeping in view the pattern of the NLMA it has been decided that SLM would better be served by the State Directorates of Adult Education as its Secretariat. The funding for the Directorates has already been covered under the Scheme of SAS and therefore the existing structure can be optimally utilised by SLMA in executing the assigned functions under the new dispensation of devolution of power. Accordingly the staffing pattern as approved for the 8th Plan will more or less remain the same as per the categorisation made under the existing scheme. Economy will be kept in mind while creating any additional posts at the State level. The restructuring of the existing posts under the new dispensation will be the thumb rule while reformulating the Scheme. It is, therefore, proposed that for the purpose a small Committee consisting of a few Directors of Adult Education, Directors of the NLMA, representative of IFD will be constituted under the Chairmanship of DG, NLM which will go into the matter before reformulating the Scheme.
- 5.2.3. All grants towards administrative costs of the sanctioned posts will be released from out of the SAS Scheme to the State Government (Directorates of Adult Education). Thus the existing procedure for according sanctions, as relating to the grants in aid between Central Government and State Government, as of now followed under the SAS Scheme, will be continued to be so observed. Grants for infrastructural facilities and contingent expenses will, however, be released directly to SLMs by operating a new head of account for the purpose.

5.2.4. In view of the decision to strengthen the SLM/DAE it is felt necessary to upgrade and modernise the infrastructural facilities of the State Directorates, including the purchase of office equipment like computer, fax, vehicle etc. Vehicle was provided to the existing DAEs many years back and since there is no provision for procurement of another vehicle or replacement of the old ones under the existing scheme, the Scheme needs to be amended to the effect for the provision of a new vehicle/replacement of unserviceable ones.

5.2.5. As discussed in Chapter on SLM, since the role of SLMs also includes

- taking up suitable environment building activities through print and non-print media;
- organising seminars and workshops;
- organising training of administrators, field functionaries etc., there needs to be provision for contingent expenditure which will be borne by the Central Govt.

5.2.6. The Working Group also felt that SLM should be empowered to make appointments on short-term basis/contract basis of Consultants; meeting TA/DA of invitees, consultants and other miscellaneous personnel, conducting workshop, seminars, symposia, conferences, etc.

FINANCIAL IMPLICATIONS

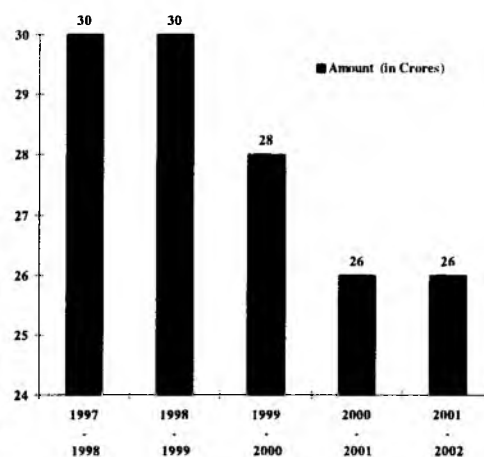
5.3. The following guiding principles will be adopted in regulating the grants under the scheme.

- The grants will be released to the State Governments for administrative cost of posts sanctioned. Grants to SLMs will be released directly for infrastructural facilities and contingencies.
- Separate accounts will be rendered by the SLM /DAE in respect of the grants released under the scheme which will be open to check and audit by the Comptroller & Auditor General of India or his nominee. All grants released under this scheme will be to the State Government concerned as well as to the SLM.
- The staffing pattern as approved under the scheme will be adhered to by the implementing agency. The SLM can take persons on consultancy basis or on contract or on deputation to assist in the SLM work. Grants for the same will be provided to SLM from out of the Scheme of SAS.
- The one time grant on setting up of SLMA will be released as per the approved pattern. It is projected that at least 5 SLMs will come into

existence each year so that all SLMs will be in position within a period of 2-3 years.

- Grants under the other schemes to SLMs for sanctioning projects will be regulated as and when the SLMs are set in motion. This will be governed by the guidelines to be issued by the NLMA.
- The likely financial implication on the implementation of the Scheme during the 9th Five Year Plan is projected at Rs. 140 Crores both for salary component and one time grant towards infrastructural facilities to be provided by the SLMA. The year wise break is as follows:

Year	Amount (in Crores)
1997 - 1998	30
1998 - 1999	30
1999 - 2000	28
2000 - 2001	26
2001 - 2002	26

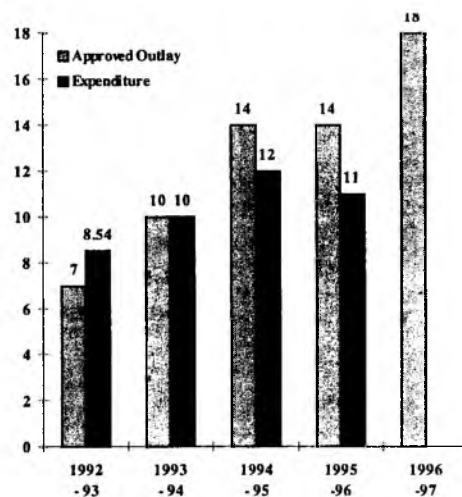


3.1. The Working Group on Adult Education which considered the question of extending the Centrally Sponsored Scheme of Strengthening of Administrative Structure in the States/UTs on the revised pattern along with the financial implication during the 9th Plan endorsed the same in toto.

EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	7.00	8.54
1993 - 94	10.00	10.00
1994 - 95	14.00	12.00
1995 -96	14.00	11.00
1996 -97	(Proposed) 18.00	



COST STRUCTURE

- 100% grant in respect of the sanctioned posts at the State level and district level.
- States are classified into 4 groups and posts regulated.
- Districts are classified into 2 groups and posts regulated.
- *SCALE OF PAY*: Scale of pay and allowances for the staff working for literacy programme at various levels is comparable with appropriate levels in education and/or development departments.
- The State Government/UT may draw personnel on short term/contract/deputation basis either from among the Government officials or from Non-Government organisations with suitability as the only parameter of such selection.
- Yearly grant decided on the basis of actual incumbency of the sanctioned posts.

STATE LITERACY MISSION

6.1. While considering the Eighth Plan approach, the Expenditure Finance Committee generally endorsed the setting up of State Literacy Missions for sanctioning projects on decentralised basis by devolution of powers. The Committee however, suggested that the process of sanctioning projects should be decentralised and delegated to the SLMs. Though such devolution of powers was welcome, it was felt that the present situation was not yet opportune. A system of devolution of decision making at the State level will be evolved when the literacy efforts in that State take on a self-sustaining character i.e, when at least 50% of the districts have achieved the total literacy norms of NLM. The proposal to set up State Literacy Missions (SLMs) as registered bodies was considered by the Executive Committee, National Literacy Mission Authority (NLMA) in its meeting held on 21st December, 1994. It was proposed that in order to vest the SLMs with sufficient autonomy they would need to be registered under the Societies Registration Act or a relevant Act. Furthermore, it was proposed that in order to make the SLMs functioning they would be provided with some seed money which could be utilised for the following purposes:-

- ① Purchase of necessary and other essential capital items;
- ② Taking up suitable environment building activities through the print & non-print medium;
- ③ Organising seminars and workshops so as to seek the involvement of the creative writers, thinkers and artists in various fields for the literacy programmes.
- ④ Organising of training programmes for the administrators, field functionaries as also the sensitisation workshops for the District Collectors etc.

6.1. As the size of the programme varies from State to State it was proposed to divide all the States in three categories, based on the illiterate population in the particular State:-

States having illiterate population over 20 million	Rs. 50,00,000
States having illiterate population between 10 & 20 million	Rs. 25,00,000
States having illiterate population below 10 million	Rs. 1,00,000 - Rs. 15,00,000

2. In view of the urgency of the matter the Ministry decided that while the setting up of SLMs be on the process by various States to make them an Empowered

Committee on the pattern of the NLMA, the State Directorates of Adult Education would act as the Secretariat of the SLMs wherever set up in order to activate them. Funds would be released for the use of the SLMAs to the State Directorates of Adult Education. Since at present the scheme of Strengthening of Administrative Structures has definite parameters, an amendment would be made to the scheme to the effect that the State level Directorates of Adult Education would act as the Secretariat of the SLMs. For this purpose initially (one time) assistance will be sanctioned to the SLMs for the activities of environment building, training, workshops, logistical support to SLMs etc. The State level Directorates would receive funds from the National Literacy Mission Authority under the scheme of Strengthening of Administrative Structures. In order to bring into effect these modalities, the concurrence of the Finance Ministry would be obtained. The modalities of further release of grants would be worked out as and when the guidelines for devolution of powers to SLMs are formulated. The training of administrators, officials of the Directorate of Adult Education, personnel of SLMs, etc. should be got organised in a systematic manner periodically and through expert agencies including SRC.

6.2.1. Therefore the new parameters to be incorporated into the existing Scheme are -

- ❶ Providing seed money to the SLMs
- ❷ Devolving powers to the SLMs and release of grants so that they can sanction the projects.

6.2.2. The guidelines for devolution of powers to the SLMs were considered by EC-NLMA which suggested certain modification. The modified formulation of the guidelines is under preparation and will be circulated among the States/UTs. The guidelines inter-alia lay down the criteria for devolving powers to the SLMs, the process for such devolution, the funds and accounts, the functions of SLMs etc. It also makes provision for the engagement of upto 5 consultants on a purely contract basis. When once this exercise is completed and the Scheme suitably amended empowering the SLMs, it would be possible to regulate release of grants to such a body.

6.2.3. With a view to decentralising the whole work of sanction of projects under the NLMA, it is decided to set up State Literacy Mission in each State. When the TLC campaign was started the number of districts which have taken up TLC programme were limited and NLM was able to monitor their activities. Now TLC campaign is spread over 401 districts and it becomes physically impossible for NLMA to monitor and evaluate the progress of the projects. Hence it is proposed to hand over this function substantially to SLMs which are being formed in all the States. They have already been formed in 10 States and the matter is being pursued with other States.

6.3. In the 9th Plan, it is proposed to hand over the sanctioning of the projects of TLC and PLC to the SLMs. Funds will be released from NLMA to the concerned SLMs who will approve TLC/PLC projects of the respective districts, sanction them and in turn release money to the ZSS. The SLM will open a bank account to be operated by the Secretary/Member-Convenor to SLM. The funds from NLMA will be credited to the bank account maintained by SLMs. The SLMs in turn will sanction the projects of the ZSS.

RURAL FUNCTIONAL LITERACY PROJECTS

7.1. The centre based Rural Functional Literacy Programme has been phased out with effect from April 1991 as per the decision of the Executive Committee of National Literacy Mission Authority. However, it was felt that the scheme of Rural Functional Literacy Projects would need to be continued in States/UTs of J&K, North Eastern States, Sikkim, border districts of Rajasthan under the Border Area Project and the U.T. of Dadra & Nagar Haveli which are categorised by relatively low literacy rates as well as extremely difficult terrain, hindering communication and mobility. The Expenditure Finance Committee which considered the revised scheme for implementation during the Eighth Plan cleared the same for implementation only in the States of Jammu & Kashmir, Sikkim, North-Eastern States, border districts of Rajasthan and U.T. of Dadra & Nagar Haveli. It was not intended to extend the scheme to other States. As against the budget provision of Rs. 6.00 crores for 1994-95, Rs.7.30 crores was actually spent. During 1995-96, no viable proposals were received. Also most of the projects sanctioned during 1994-95 have been carried over to 1995-96 for implementation.

IMPLEMENTATIONAL SCENARIO

7.2. During the 8th Plan, the revised Scheme actually took off in the year 1994-95 and the pace slowed down in the succeeding year. It needs to be noted that RFLP is too restrictive a programme for implementation in a very few selected area and that too where TLC cannot be implemented. There were only 56 projects which could be sanctioned largely in the North-East to cover a projected population of over 4 lakh illiterates. Against the budget allocation of Rs.25.00 crores during 8th plan, an actual expenditure of Rs.15.00 crores was incurred upto 1995-96.

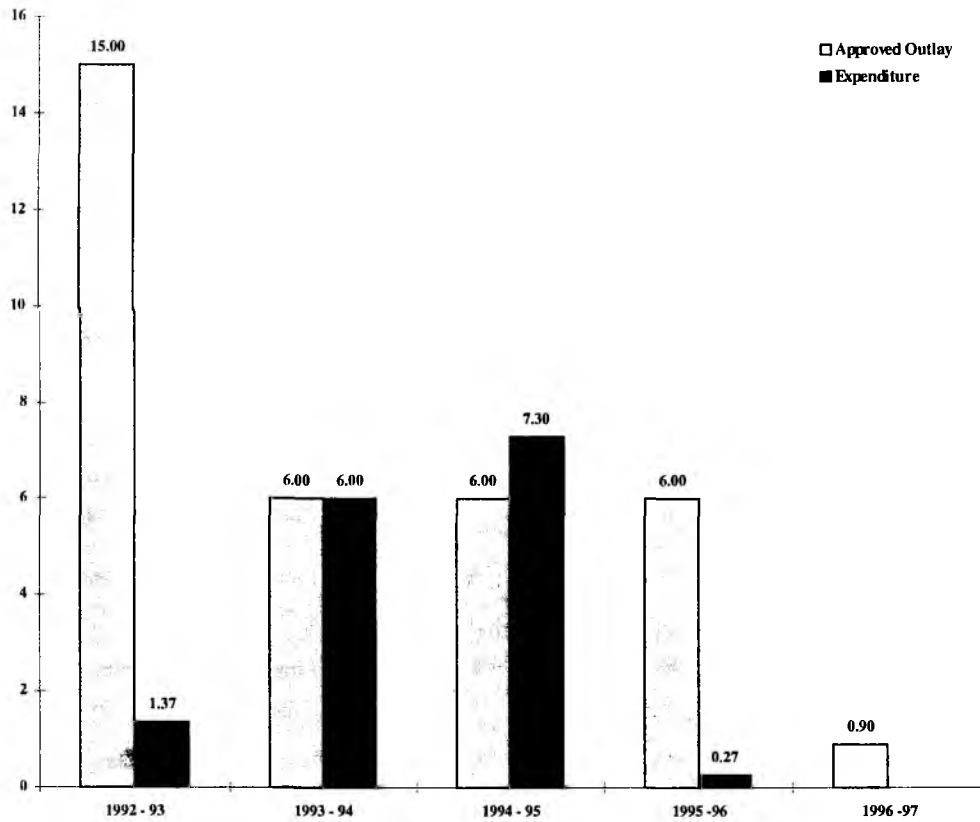
7.2.1. The Scheme needs to be continued in the 9th Plan period so as to combat illiteracy in remote hilly areas where TLC cannot be implemented. Only a token provision of Rs.5.00 crores has been proposed during 9th Plan at the rate of Rs.1.00 crore per annum.

7.2.2. The Working Group on Adult Education which considered the question of extending the Centrally Sponsored Scheme of Rural Functional Literacy Projects during the 9th Plan endorsed the same.

IGTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	15.00	1.37
1993 - 94	6.00	6.00
1994 - 95	6.00	7.30
1995 -96	6.00	0.27
1996 -97	(Proposed) 0.90	



COST STRUCTURE

(Cost in Rs.)

Field cost (for 100 centres) includes instructors' honorarium of Rs.100/- p.m	380,000
Supervision (14 Preraks @ Rs.400/-p.m.)	67,200
Project Administration	
Project co-ordinator, Accounts clerk, Part-time clerk, Class IV	62,700
Training Cost	51,100
Total	561,000
Non-Recurring Cost	
For New Project	46,000
For Continuing Project	20,000
Cost per Learner (enrolled) (100Centres x 2 Cycles x 30 Learners in each cycle = 6000) = 5,61000/6000	94

SCHEME OF ASSISTANCE TO VOLUNTARY AGENCIES

INTRODUCTION

- 8.1. There is a tradition of Voluntary effort in India in education. History is full of instances of valuable contribution made by Voluntary Agencies (VAs) in the field of adult/mass education, Social reform and cultural advancement. Keeping the strength of Voluntary Agencies in view, the scheme of Assistance to Voluntary Agencies in the field of Adult Education was designed and started in the First Five year Plan and was continued with expanded scope in the subsequent plans.
- 8.2. Seventh Plan envisaged involvement of Voluntary Agencies in various development programmes particularly in the planning and implementation of programmes for rural development including education. National Policy on Education-1986 (NPE-1986) has stipulated that non-government and voluntary organisations including social activist groups would be encouraged and financial assistance provided to them subject to proper management. Programme of Action to operationalise NPE-1986, inter-alia envisaged relationship of genuine partnership between government and VAs and stipulated that government would take positive steps to promote their wider involvement by providing facilities to participate in the implementation of programmes, by streamlining of procedures for selection of VAs and grant of financial assistance to them.
- 2.1. Keeping the above backdrop in view, National Literacy Mission (NLM) visualised that diverse methods would be employed for identification of suitable VAs; procedures of granting financial assistance to them streamlined; and the VAs may be involved on a massive scale for spread of the programme by taking responsibility for eradication of illiteracy in well defined areas through field projects. The scheme of grants-in-aid formulated in 1978 and 1982 was, therefore, modified with a view to bringing it closer to the objectives and strategies of NLM. The modified scheme described as "*Central Scheme of Assistance to Voluntary Agencies-Partners in Literacy Action*" was put into operation in 1988 under NLM. Simultaneously, steps were initiated by the Department of Education to make the Scheme result oriented, time-bound and cost-effective. The main steps taken included constitution of a sub-group on VAs under the chairpersonship of Dr. (Smt.) Chitra Naik for implementation of strategies envisaged under the NLM. The Chitra Naik Committee Report stressed on result-oriented programme; and was accepted by the Executive Committee for implementation.

- Review of teaching-learning material by all State Resource Centres(SRCs) and development of the new technique viz. Improved Pace and Content of Learning (IPCL) under which standard, and pedagogically sound, materials are being produced.
- Launching of Akshar Sena Abhiyan by some VAs and persons with Gandhian and Sarvodaya persuasion in October-November 1990 to mobilise VAs and Volunteers to participate in literacy campaigns.

CURRENT STATUS OF THE SCHEME

8.3. The main objective of the existing scheme is to secure extensive involvement of Voluntary Agencies in NLM. The activities for which grants are admissible to the voluntary agencies under this scheme include the responsibility for eradication of illiteracy in well-defined areas and running of Post Literacy and Continuing Education Programme of Vocational and Technical Education; undertaking resource development activities; organising innovative, experimental and action research oriented programme, conducting evaluation studies, organising symposia and conferences and publication of books etc.

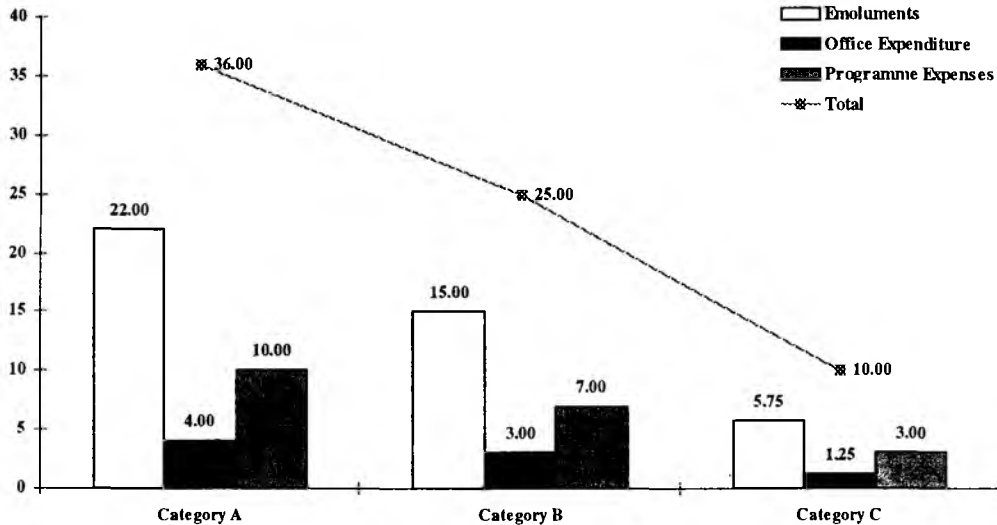
8.3.1. Registered Voluntary Societies, Public Trusts and non-profit making companies having existence of at least three years are eligible for assistance under the scheme.

8.3.2. The existing scheme has four components namely Grants to Voluntary Agencies for undertaking projects of basic literacy, post literacy and other related projects; Grants to State Resource Centres (SRCs); Grants to Districts Resource Units (DRUs) and Grants to Institutions for evaluation of literacy/adult education programme.

8.3.3. Under the existing scheme, the eligible institutions are given 100% financial assistance towards their programme costs as well as administrative costs. The per learner cost in basic literacy projects (TLCs) to be implemented by VAs would vary from Rs.65/- to Rs.100/-. For Post Literacy Programmes (PLCs) grants-in-aid are sanctioned with a per learner cost not exceeding Rs.45/- per year. The amount of financial assistance which is admissible to each category of SRC under the existing Scheme is as under :

Items of Expenditure	Categories		
	A	B	C
Emoluments	22.00	15.00	5.75
Office Expenditure	4.00	3.00	1.25
Programme Expenses	10.00	7.00	3.00
Total	36.00	25.00	10.00

(Rs. in lakhs)



In addition to the running cost of SRCs, there is provision of financial assistance for construction or repair of building upto the extent of Rs.10.00 lakhs.

8.4. The existing scheme envisaged the decentralised implementation. For this purpose the State level agencies like SRCs are to take up the responsibility for sanctioning the projects, disbursing grants-in-aid, monitoring, evaluation etc. The broad principles governing this process of decentralisation and delegation have already been formulated. A provision of additional grant of Rs.3.50 lakhs per annum is given for those of the SRCs which will have to administer the work of disbursing grant-in-aid to VAs.

8.4.1. The expenditure position under this Scheme during the last four years of the 8th plan and the estimated expenditure during the year 1996-97 is as under:

Year	Amt. of Expenditure / Allocation (Rs. in Crores)
1992- 93 (Actual)	3.50
1993 - 94 (Actual)	6.51
1994 -95 (Actual)	11.00
1995 - 96 (Actual)	6.43
1996 - 97 (BE)	10.00

THE SCHEME IN THE 9TH PLAN PERIOD AND PROJECTION OF BUDGET REQUIREMENTS.

- 8.5. For operationalisation of the Scheme of Assistance to VAs in Adult Education during the 9th Plan period, no major changes are proposed in terms of implementational strategies. However, keeping in view the emerging literacy scenario and area of priorities some financial and procedural modifications are proposed.

MODIFICATION RELATING TO THE LITERACY RELATED ACTIVITIES PROPOSED FOR THE 9TH PLAN PERIOD:

- 8.6. During the Ninth Five Year Plan, the VAs could also take up area specific projects for the eradication of illiteracy in non TLC districts. Since about 400 districts have already been undertaken by Zilla Saksharata Samitis for launching TLC, the role of the VAs seems to be restricted for implementation of the basic literacy programmes. Therefore, the role of the VAs would be extended to undertake Continuing Education programme for the large number of neo-literates emerging out of TLC/PLC programmes and also other targeted beneficiaries including school dropouts, pass-outs of non-formal education programmes and other members of the community.
- 8.6.1. For launching the literacy related activities more emphasis could be given to cover primitive tribal groups and SC/ST women, from the identified scheduled areas. On the recommendations of Secretaries & Ministers (Social Welfare) of State Govts./UTs conference held on 1-3 February 1996 at Delhi, special attention and incentives would be given to such voluntary organisation which undertake a literacy programme in these areas. For this, the present requirement of existence for three years could be waived in case of NGOs working in tribal areas the requirement of three years period may be reduced to one year as an incentive.
- 8.6.2. Financial assistance is also proposed to be given to in the form of literacy kits inclusive of teaching learning material to industrial houses / institutes which undertake literacy activity for industrial work force.
- 8.6.3. The thrust areas relating to the literacy related activities envisaged for voluntary agencies in the next Five Year Plan will be -
- Resource support for ZSS's run programmes.
 - Execution of area and target specific functional programmes.
 - Research and development of audio-visual aid for literacy.
 - Preparation of reading material for neo-literates.

- Innovation / experimentation and research activities for improvement of functional literacy and adult education programmes.
- Execution of Continuing Education programme for neo-literates.

8.6.4. The financial assistance for DRU projects evaluation-study project and other innovative types of projects would be enhanced.

8.6.5. The estimated financial requirement for grants to VAs will be Rs.50.00 crores for the Ninth Plan.

MODIFICATION RELATING TO THE STATES/REGIONAL RESOURCE CENTRES PROJECTS:

8.7. State Resource Centres (SRCs) established throughout the country during 1976-77, have been providing academic and technical support to adult education programmes. Their broad functions are:

- ❖ Material preparation
- ❖ Training
- ❖ Evaluation and research studies of learning impact of teaching learning material.
- ❖ Developing environment building techniques.

8.7.1. Annual reports of State Resource Centres indicate that SRCs have taken initiatives to give new directions and add momentum to the literacy campaigns through intensive collaboration with Zilla Saksharata Samitis, development departments and other agencies. Media and writers' workshops have been organised by the SRCs for sensitisation of writers and media persons for their creative intervention in literacy programme. State Resource Centres also carried out a number of additional/ innovative activities, they were also actively associated with monitoring and evaluation of literacy projects undertaken by Zilla Saksharata Samitis.

8.7.2. Under the strategy of NLM (National Literacy Mission) to impart functional literacy to 100 million illiterate persons by 1997, there has been a rapid increase in Total and Post Literacy Campaigns and there is spurt in demand for continuing education facilities for the large number of neo-literates emerging out of these programmes who have to be reached quickly

- to prevent relapse into illiteracy
- to achieve the target of lifelong learning.

8.7.3. Besides, association of Panchayats with literacy programmes is to be cultivated and established in coming years.

STRENGTHENING OF STATE RESOURCE CENTRES/RRCs PROJECTS

8.7.4. In the emerging scenario there will be a considerable expansion in volume of work to be shouldered by State Resource Centres not only in training, preparation and development of materials and other academic and technical resource support but also undertaking extension work for creating and running model continuing education centres as well as other grass-root and micro-level projects.

8.7.5. In the above context, the State Resource Centres assume a very important role. SRCs functioning within the norms for grants in aid to VAs are expected to be developed as educational and technical institutes with all the necessary flexibility and elasticity in its operational mechanism including recruitment procedures.

8.7.6. The thrust areas for SRC/RRC activities will be:

- Planning and preparation of teaching/ learning material related to literacy activities including Post Literacy & Continuing Education Programmes.
- Training of all functionaries including sensitisation programmes for panchayat functionaries associated with literacy related activities. This envisages adequate and recurring training to all for policy makers to field functionaries, familiarisation with latest technologies.
- Intensive collaboration with Zilla Saksharata Samitis, Voluntary Agencies, development departments and other agencies for identification of literacy needs implementation and monitoring of programme.
- Evaluation and research studies pertaining to motivation and environment building strategies, learning impact, evaluation of teaching-learning materials and learners evaluation.

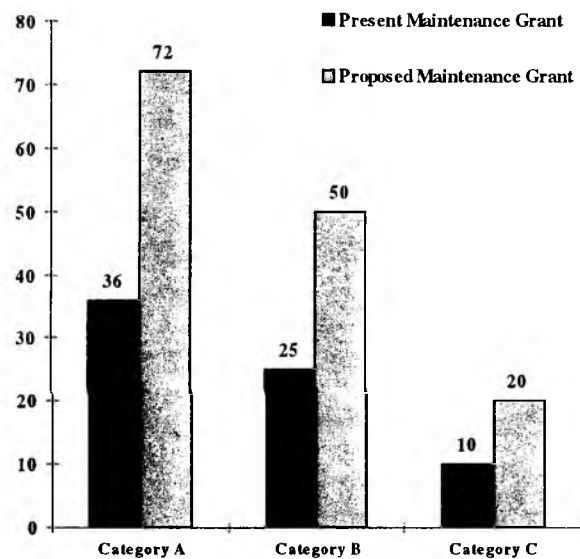
8.7.7. A suitable name which evokes the new enhanced role of the State Resource Centres in the Ninth Plan will also be conceived of.

8.8. During the Ninth Five Year Plan there is a provision of strengthening the SRCs/RRCs in qualitative and quantitative terms. About 25 SRCs/RRCs are proposed to be opened during the next Five Year Plan in addition to the existing SRCs / RRCs to bring the average number of learners/neo-literates/literates to be covered between 3 to 5 million. Some existing SRCs/RRCs would be wound up during the 9th Plan period on the basis of their performance/utility.

8.8.1. In view of the increasing activities and expansion of the literacy programme in the states, it is proposed to increase the maintenance grants during the 9th plan for each category of SRCs/RRCs as under:-

(Rs. in Lakhs)

Category	Maintenance Grant	
	Present	Proposed
A	36	72
B	25	50
C	10	20



8.2. During the next Five year Plan it is also proposed to assign evaluation study for evaluating the performance of SRCs/RRCs. At least 5 SRCs/RRCs will be evaluated in each year.

8.3. Funds required for maintenance expenditure on existing SRCs/RRCs and those proposed to be opened during the Ninth Five Year Plan at the rate of 5 SRC/RRC per year, would be of the order of Rs. 120 crores.

8.4. SRCs/RRCs should have facilities for residential training for at least 30 participants at a time, have a vehicle for mobility. They should be housed in own building to avoid recurring expenditure or rent. One time grant upto the extent of Rs.60 lakhs per SRC/RRC will be given for upgradation of infrastructure including such item as construction of building; furnishing and purchase of equipment and vehicles, etc. The funds required to meet this expenditure during the Ninth Plan is estimated to be Rs.30 crores.

8.8.5. The consolidated requirement of funds for the VA scheme for the Ninth Plan is as follows:-

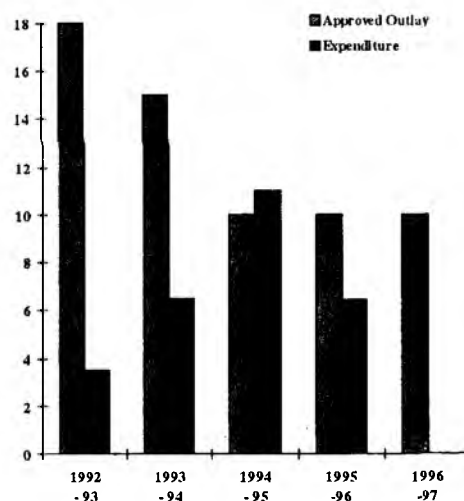
(Rs. in crores)

Grants to VAs for undertaking literacy related activities, DRUs, Evaluation studies, Continuing Education Programmes and other innovative programmes, etc.	50.00
Grants to SRCs	
Maintenance grant for existing and proposed SRCs/RRCs	120.00
One time grant for upgradation of infrastructure, etc.	30.00
Total	200.00

EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	18.00	3.50
1993 - 94	15.00	6.51
1994 - 95	10.00	11.00
1995 -96	10.00	6.43
1996 -97	(Proposed) 10.00	



COST STRUCTURE OF SCHEME OF ASSISTANCE TO VOLUNTARY AGENCIES

A. Grants to VAs

In view of the thrust areas identified for voluntary agencies, the activities of voluntary agencies will be diversified and more voluntary agencies will be given grants for literacy programmes.

On an average, 200 VAs will be given assistance of Rs.5.00 lakhs (average) per annum, totalling to Rs.10.00 crores per annum and Rs.50.00 crores for the

Ninth Plan. The average grant per voluntary agency during 1995-96 was Rs.3.67 lakhs.

B. Grants to State Resource Centres

The two components of the grants to State Resource Centres are:

- ❶ Maintenance grants
- ❷ One-time grant for infrastructure.

The present maintenance grant of Rs.36.00 lakhs, Rs.25.00 lakhs and Rs.10.00 lakhs for A, B & C category SRCs, respectively is proposed to be doubled in view of increasing activities planned to be undertaken by SRCs and the increasing cost of goods and services.

The requirement of funds for meeting the expenditure on existing SRCs and Resource Centres to be opened during the Ninth Five-Year Plan is of the order of Rs.120.00 crores for effective training and collaboration with literacy programmes.

A one time grant of Rs.60.00 lakhs for each of the 50 SRCs works out to Rs.60.00 crores for building up the infrastructure.

The break-up of consolidated requirement of Rs.200.00 crores for voluntary agencies schemes for the 9th Plan will be as follows:

- ❶ Grants to Voluntary Agencies Rs. 50 crores
- ❷ Grants to State Resource Centres Rs.100 crores

SHRAMIK VIDYAPEETHS

9.1. The scheme of SVP is an unconventional programme of Non-formal, Adult and Continuing Education, primarily in urban and industrial areas. In the context of country's over all development, this programme was evolved to respond to educational and vocational training needs of numerous groups of adults and young people - men and women belonging mostly to the unorganised urban informal sector, living and working in urban and industrial areas and the persons who have been migrating from rural to urban settings. The educational and vocational needs of these groups of adults and their families constituted a specialised area of adult and continuing education, demanding its own strategy and institutional arrangements. The scheme of SVPs thus symbolised the growing awareness about the educational needs of these groups. During the VIII Plan period, under the scheme of Shramik Vidyapeeth 53 Shramik Vidyapeeths (SVPs) were operationalised. 5 more SVPs are to be sanctioned during 1996-97.

9.1.1. The implementation of the scheme of SVPs was evaluated by Tata Institute of Social Sciences, Bombay in the year 1993. This exercise of evaluation came after the SVP scheme has completed nearly 25 years of existence. The objective of the evaluation was mainly to throw some light on the impact of the SVP programmes and to make suitable suggestions regarding the desirable direction the SVP should take in the future. Keeping in view the findings of the evaluation, the changing literacy scenario in the country and large number of neo-literates to be covered under continuing education, it is proposed to recast the scheme of SVP in the IX Plan period. While recasting the scheme, it is proposed to enlarge the activities of SVPs and strengthen their infrastructure to enable them to function as district repository of vocational/technical skills.

9.1.2. Hitherto, the scheme of Shramik Vidyapeeth was restricted to urban/ semi-urban industrial areas. During the IX Plan period, it is proposed to expand the scheme to all districts. The scheme will merge in itself the activities of the District Resource Unit (DRU) so far as the adult education activities are concerned. A suitable name which evokes the new enhanced role of the SVP will be conceived of in the Ninth Plan.

9.2. The SVP will be setup to function as an autonomous organisation, registered under Societies Registration Act. The affairs of the SVP will be managed by a Board of Management.

- 9.2.1. The main task of SVP will be to act as District level resource support agency, especially in regard to organisation of vocational training and skill development programmes for the neo-literates and other target groups under the Scheme of Continuing Education for Neo-Literates. Each SVP will be responsible to survey and identify the district specific vocational needs of the neo-literates. Based on the findings, individual SVP will prepare training capsules with due emphasis on polyvalency. The SVP will also impart training directly to the neo-literates at the place of its operation/head quarters. Further, it will take on itself the responsibility of training the resource persons / master trainers for implementation of Continuing Education Programmes in the district.
- 9.2.2. The SVP will also act as nodal agency for conducting various equivalency courses organised by both State as well as National Open School / university.
- 9.2.3. Though, the main target group of SVP will be neo-literates, especially the pass outs from TLCs and PLCs, the SVPs will also cater to the educational and vocational needs of the literate, and semi-literate, men and women. In continuing education programmes, overriding priority will be given to socio-economically backward and educationally disadvantaged groups. The ultimate objective of the activities of the Institute will be to widen the range of knowledge and understanding of the social, economic and political system and create awareness in the learners. The SVP will serve as the focal point for vocational education programme for post literacy and continuing education.
- 9.2.4. All the existing SVPs will be given the enhanced role subject to the condition that they have the required managerial and infrastructural facilities. The regular staff of existing SVPs will be continued on the same terms and conditions. SVPs will be free to engage the services of consultants in areas of felt need, who will be engaged on contract basis and on consolidated amount.
- 9.2.5. The SVPs will be provided training and guidance by Directorate of Adult Education, Govt. of India, New Delhi. The activities & programmes of SVPs will also be monitored by the Directorate of Adult Education, Govt. of India, New Delhi.

CLASSIFICATION AND FINANCIAL PATTERN

- 9.3. There are 53 SVPs in operation in different cities / towns. It is proposed to classify these existing institutions into four categories depending on the nature of the city/town from where the SVP is operating and the level of operation already attained.

FIRST CATEGORY - 'A'

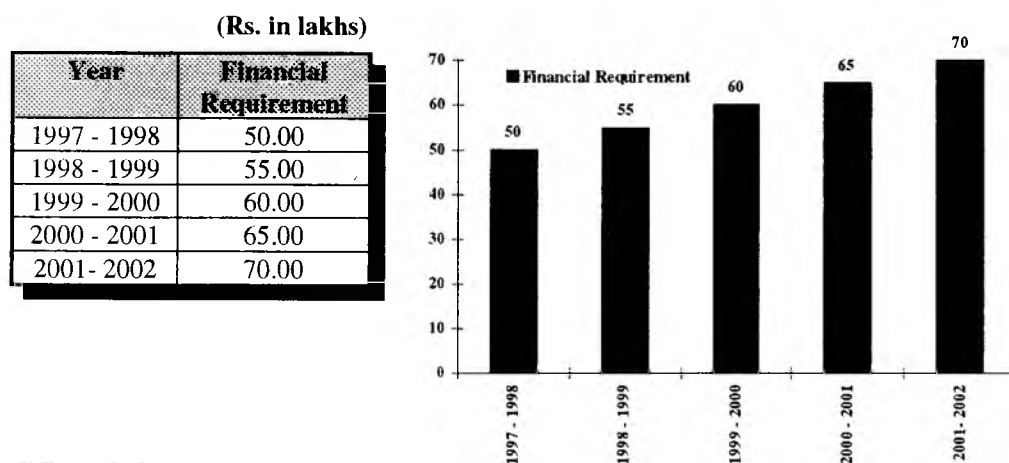
- 9.4. The first category will include the SVPs working in Mega Urban Conglomerates like Delhi, Madras, Calcutta, Bangalore, Hyderabad and Mumbai. There are 7 SVPs already in operation in these mega cities. It is proposed to sanction at least 1 additional SVP to each of the mega cities of Madras, Bangalore and Calcutta. It is further proposed to sanction 2 additional SVPs to Mumbai and 3 SVPs to Delhi keeping in view the vastness of the city and magnitude of the problems.
- 9.4.1. The first category will be called Category - A and will be entitled to an annual recurring grant of Rs.35 lakhs. A one time non-recurring grant of Rs.30 lakhs will be sanctioned to build up infrastructural facilities.

SHRAMIK VIDYAPEETH, DELHI

- 9.5. Shramik Vidyapeeth, Delhi is the only SVP working directly under the Central Govt. It is working as a Sub-Unit of the Directorate of Adult Education, a subordinate office of the Department of Education. However, the SVP, Delhi has a separate budget head and enjoys functional autonomy. Director, SVP is head of office. The employees of SVP, Delhi are Central Govt. employees with pay and all service benefits.
- 9.5.1. SVP, Delhi was visualised as a national level model SVP to facilitate development of innovative training programmes and materials to be adopted/adapted by other SVPs. However, the SVP, Delhi was not provided the required infrastructure to take on itself the envisaged role. The SVP could manage only to run vocational training programmes with its limited staff but could not go head long into the arena of developing innovative training capsules for use in other SVPs. Nevertheless, the SVP, Delhi has been attempting to introduce an element of ingenuity in all its programmes and activities.
- 9.5.2. During the Ninth Five Year Plan period, it is proposed to revamp and restructure the SVP, Delhi so as to facilitate the SVP in discharging the role envisaged for it.
- 9.5.3. In the staff structure, it is proposed to provide one post of Deputy Director, two posts of Programme Officers, two posts of Junior Programme Officers, one post of Programme Assistant, one post each of Librarian, Superintendent, Accounts Clerk, Data Entry Operator, Stenographer, Driver, Peon and Farash.

FINANCIAL PATTERN

9.6. The financial requirement for SVP, Delhi during the IX Five Year Plan period will be as follows :



SECOND CATEGORY - 'B'

9.7. The SVPs functioning in medium urban conglomerates will be categorised as Category B. The SVPs which are in Lucknow, Narendrapur, Kanpur, Indore, Jaipur, Ajmer, Kota, Pune, Guntur, Vijayawada, Ranga Reddy, Visakhapatnam, Vadodara, Mysore, Trivandrum, Rourkela and Coimbatore will be covered under Category B.

9.7.1. Category B will be entitled to an annual recurring grant of Rs.30 lakh. A one time non-recurring grant of Rs.25 lakh will be sanctioned to build up infrastructural facilities.

THRD CATEGORY - 'C'

9.8. The SVPs functioning in small urban conglomerates will be categorised as Category C. The SVPs which are in Trichy, Jammu, Chandigarh, Faridabad, Ghaziabad, Jamshedpur, Jodhpur, Aurangabad, Nagpur, Surat, Cuttack and Madurai will be covered under Category C.

9.8.1. Category C will be entitled to an annual recurring grant of Rs. 25 lakhs. A one time non-recurring grant of Rs.20 lakh will be sanctioned to build up infrastructural facilities.

FOURTH CATEGORY - 'D'

9.9. The New SVPs to be located in small towns, rural and tribal areas will be categorised as Category D. The existing SVPs which are in Satna, Ujjain, Raatlam, Varanasi, Sirsa, Faizabad, Gwalior, Gaya, Kolhapur, Nasik, Silchar, Ahmeddabad, Tumkur, Kakinada, Karwar and Calicut will be covered under Category D.

9.9.1. Category D will be entitled to an annual recurring grant of Rs.20 lakh. A one time non-recurring grant of Rs.15 lakh will be sanctioned to build up infrastructural facilities.

9.9.2. It is proposed to sanction annually 20 SVPs in the Ninth Five Year Plan period. The districts which have completed the Post Literacy phase will be given priority. However, keeping in view the pace and progress of Total Literacy Campaign, a district can be chosen for sanctioning of an SVP. Even before conclusion of TLC or soon after Post Literacy Campaign is launched in the district. All the new SVPs will be initially covered under Category D only.

9.9.3. The classification of the SVPs will be reviewed periodically and in case the situation so warrants an SVP can be upgraded to a higher category or downgraded to a lower category.

9.10. The items to be covered under Non-recurring and recurring.

9.10.1. Non-recurring

④ *Office vehicle*

Category A and B will be given two vehicles, category C and D will be given one vehicle.

② *Office furniture*

③ *Office equipments -*

Typewriters, Photocopier, Computer and Telephone.

④ *Audio visual equipments -*

Hardware including TV/VCR/OHP, 2-in-one etc.

9.10.2. Recurring

- ❶ Salaries and allowances (including TA/DA)
- ❷ Teaching/learning material
- ❸ Programme expenditure (including honorarium)
- ❹ Office expenditure

9.11. All SVPs have full time staff at present. During the Ninth Plan, it is proposed to increase the number of regular staff in respect of Category `D` from the existing strength of 18 to 19. One post of Associate Programme Officer is to be provided in addition. In case of Category `C`, two additional posts are to be given viz. one post of Associate Programme Officer and one post of Assistant Programme Officer. In case of Category `B`, one post each of Associate Programme Officer, Assistant Programme Officer, Accounts Clerk, LDC, Stenographer, Peon, Driver and Chowkidar is to be given. Category `A` will have the same posts as Category `B` but in addition, there will be an additional post of Programme Officer also.

9.12. The SVP will be provided a building grant of Rs. 20 lakh for construction or repair of office building. It will also be provided a one time building grant of Rs. 20 lakh for constructing a hostel for trainees.

9.13.1. Proposed annual allocation for the Ninth Five Year Plan period :

(Rs. in crore)

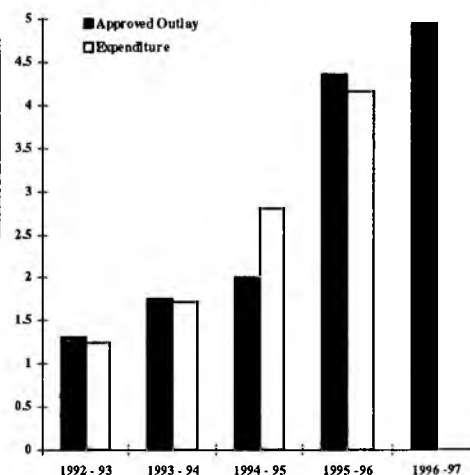
Year	Proposed Annual Allocation
1997 - 1998	20.00
1998 - 1999	28.00
1999 - 2000	36.00
2000 - 2001	44.00
2001 - 2002	52.00

9.13.2. Total requirement for the 9th Five Year Plan will be Rs. 180 Crores.

EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	1.30	1.24
1993 - 94	1.75	1.72
1994 - 95	2.00	2.80
1995 -96	4.35	4.15
1996 -97	(Proposed) 4.95	

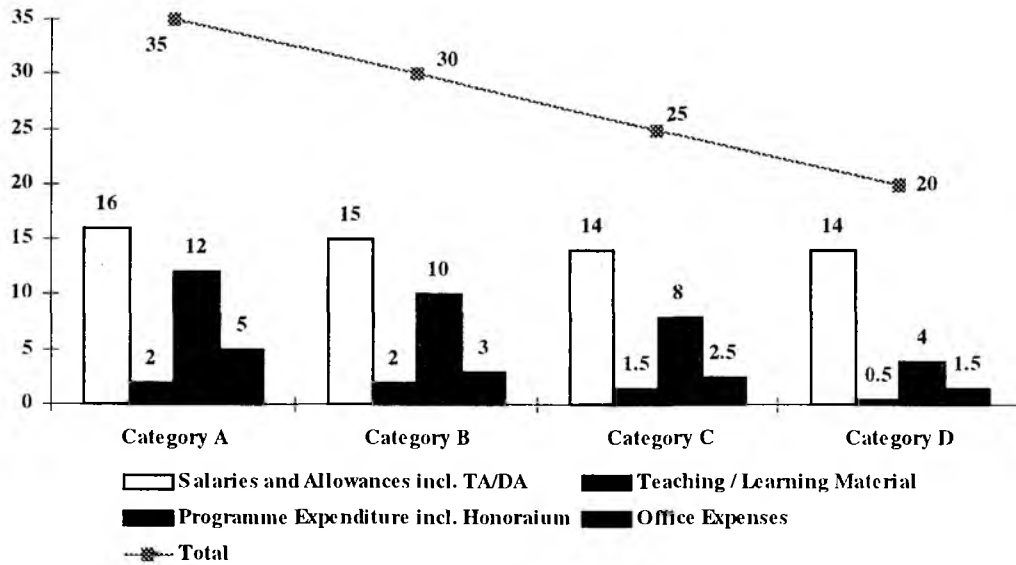


COST STRUCTURE

During the Ninth Plan period, the SVPs will be divided into four categories, viz. A, B, C & D. They will be entitled to a recurring annual grant of Rs.35.00 lakhs, Rs.30.00 lakhs, Rs.25.00 lakhs and Rs.20.00 lakhs, respectively. The break-up of recurring grant is as under:-

(Rs. in lakhs)

Head	Categories			
	A	B	C	D
Salaries and Allowances incl. TA/DA	16.00	15.00	14.00	14.00
Teaching / Learning Material	2.00	2.00	1.50	0.50
Programme Expenditure incl. Honorarium	12.00	10.00	8.00	4.00
Office Expenses	5.00	3.00	2.50	1.50
Total	35.00	30.00	25.00	20.00



The above table shows a tentative break-up of the recurring grant. The SVPs will be free to divert / re-appropriate the savings of different heads with the approval of their respective Boards of Management.

The SVPs will also be released a one-time non-recurring grant of Rs.30.00 lakhs, Rs.25.00 lakhs, Rs.20.00 lakhs and Rs.15.00 lakhs, respectively. The non-recurring grant will be for vehicle, furniture, office equipment and other infrastructure.

DIRECTORATE OF ADULT EDUCATION

10.1. Directorate of Adult Education (DAE) has been functioning as the national resource centre in the field of adult education and total literacy campaigns. The Directorate was set up as a subordinate Office of the Department of Education under the Ministry of HRD to provide academic and technical resource support to various governmental and non-governmental agencies implementing adult education programmes in the country. Since the launching of the National Literacy Mission (NLM) in 1988, the Directorate has been called upon to shoulder increasing responsibilities commensurate with the rapid expansion of literacy programmes based on mass campaign approach. The main activities undertaken by the Directorate during the course of Eighth Five Year Plan have included the following:-

- ❶ Provision of academic and technical resource support for implementation of the National Literacy Mission and all kind of adult education programmes launched under its aegis.
- ❷ Development of teaching-learning material.
- ❸ Organisation of training and orientation programmes keeping in view the needs of ongoing programmes in the field.
- ❹ Monitoring of the progress and status of literacy campaigns.

This activity is one of the prime and regular activity of this Directorate. The status report on literacy campaigns is brought out on quarterly basis. Efforts will be made to bring out consolidated State-wise performance and achievements periodically.

- ❺ A number of publications are being brought out and different TLC/PLC success stories are documented in published form. A news bulletin entitled “Literacy Mission” in English and “Saksharata Mission” in Hindi is brought out every month. These efforts will be continued during the Ninth Plan period. A mechanism has been developed by the Directorate to obtain periodic feedback from the field agencies.
- ❻ Production of media materials and harnessing of all kinds of electronic; print, traditional & folk media for furtherance of the objectives of NLM.

- ⑦ Provision of regular feedback to the NLM about the findings and recommendations of research and evaluation studies conducted through social research institutions for external evaluation of literacy campaigns.
- ⑧ Co-ordination, collaboration and networking with all the State Resource Centres and Shramik Vidyapeeths and other institutions and agencies for continuous improvement of content and process of adult education programmes.
- ⑨ International Literacy Day is celebrated at National level in Delhi and literacy week/literacy day is celebrated in total/post literacy campaign districts.

10.2. The Directorate of Adult Education has played a lead role as a national resource centre in the development of a network of resource support system by collaborating and co-ordinating with the State Resource Centres for providing academic and technical resource support to the literacy programmes. In the context of continuing challenge of illiteracy and mass education, need has been felt to strengthen the capabilities of the Directorate to enable it to play a more vibrant and dynamic role during the Ninth Five Year Plan for human resource development through improvement of content and process of literacy, post literacy and continuing education programmes. Having regard to resource support requirements of the National Literacy Mission during the Ninth Five Year Plan, it is proposed to further develop the resource capabilities of the Directorate in the following important areas of its functioning:-

ACADEMIC AND TECHNICAL SUPPORT

10.1. The demands for sound academic and technical resource support are likely to multiply further during the course of Ninth Five Year Plan as a result of extension of the adult education programme to the entire country and the need for providing qualitatively more sophisticated academic and technical inputs for sustaining the post literacy and continuing education programmes. The whole resource support systems would have to be so developed as to make it possible to respond to the new and additional demands within as short a response time as possible. The success of the Mission in the Ninth Five Year Plan would depend on its ability and amendability to respond to unstructured and ad-hoc kinds of resource support demands. In view of the new thrust and additional demands for technical support, the DAE would have to be reshaped into a professional body enjoying considerable financial and academic autonomy. It would call for strengthening of the infrastructure as well as vesting of adequate freedom to engage professionals and consultants of high calibre in appropriate manner. The DAE will have to take a lead in promoting a national network of resource support agencies and as a professional organisation it would have to take measures for development of the resource capabilities of the agencies at the State and District levels. While the DAE would

aim at promoting better professionalism among the resource institutions in the country, its own role would essentially be that of a co-ordinator, promoter and facilitator. The DAE would extend the support SRCs to develop expertise in relation to the needs of their State and also in relation to important aspects of adult education programmes such as pedagogy, material production, mobilisation, folk and electronic media, technology, evaluation, research and training process for special areas of concern such as members of SC/ST community etc.

TRAINING

10.2.2. In view of the very large number of volunteer teachers, master trainers, functionaries and resource persons involved in the literacy effort, training has been found to be one of the weakest links in effective implementation of literacy programmes. With the extension of the literacy programmes during the Ninth Five Year Plan, the number of volunteer instructors & other functionaries required to be trained under the programme is likely to increase further. Moreover, since the focus of the literacy programmes during the Ninth Five Year Plan would be on post literacy and continuing education, this would necessitate identification and mobilisation of volunteer instructors, trainers and resource persons of much higher calibre so that in addition to literacy instruction, other important aspects concerning functionality, skill development and empowerment are adequately attended to. A wide range of alternative training strategies and methodologies would, therefore, have to be worked out for imparting training to a large number of literacy personnel on a highly decentralised basis. While some State Resource Centres have during the VIII Plan attempted to develop training designs and action plans for training of functionaries for post literacy and continuing education programmes, a comprehensive training strategy and appropriate training modules would have to be prepared by the Directorate of Adult Education. With their present size and resources, the Directorate of Adult Education (Government of India) or even the State Resource Centres will not be able to meet the full training load and demand during the Ninth Five Year Plan. It would, therefore, be imperative that the DAE be adequately strengthened to undertake large scale training programmes for training of key resource persons and senior State and District level functionaries. Besides upgrading the capabilities of DAE to undertake such training programmes, DAE would also have to be enabled to identify and collaborate with other training institutions of repute and standing to meet the training needs emanating from the States and the Districts.

MONITORING AND EVALUATION MECHANISM

10.2.3. Monitoring and evaluation can be regarded essentially as tools for identification of the strengths and weaknesses of a system and design to make the objectives operationally more realistic in order to ensure effective implementation of adult education programmes. The broad strategy of implementation of adult education programmes as conceived in the National Literacy Mission, emphasises the need

for having an efficient management and monitoring system. Starting from just a few Districts in 1991-92, the total literacy campaigns (TLCs) have now spread to around 400 Districts in the country. The remaining Districts will be brought under the TLCs during the Ninth Five Year Plan. Additionally, in each of the Districts completing the basic literacy phase, diverse kind of post literacy and continuing education programmes would be taken up. Although the DAE has been making strenuous efforts to collect information and data directly from the Districts to monitor the progress of literacy campaigns, extension of the programme to almost the entire country clearly points towards the need of designing a new system which will ensure reliability as well as steady flow of information needed by the Mission for management of literacy programmes at all levels.

10.2.4. It has been observed that the present monitoring system has excessive emphasis on target setting and very often it tends to end up in quantitative information only with practically no basis available to understand whether this information was cross checked, verified and could be considered fully reliable. Apart from this, the system in operation so far, has been found to have several deficiencies which would need to be eliminated. During the coming years, the management information system would have to be made more foolproof to take care of these deficiencies and respond to various programmes dimensions such as planning, management, appraisal of results and formulation of corrective interventions. broadly speaking, the following will constitute the new thrust areas of MIS under NLM during the Ninth Plan.

- ❶ MIS would be an enabling tool and a mechanism not for controlling but for facilitating programme delivery.
- ❷ Computerisation of the information system at District, State and national level with a view to ensuring better check and more credibility on the one hand and identifying the weaknesses for prompt remedial action on the other.
- ❸ The present system which requires the District to submit manually prepared monthly progress reports directly to the Central Directorate of Adult Education would be dispensed with.
- ❹ The State Directorates of Adult Education would be strengthened to assume full responsibility for timely collection of information from all the Districts in the State and for closely monitoring and reviewing the progress of literacy programmes in each District.
- ❺ The State Directorate of Adult Education would develop and install a computerised MIS to consolidate the District-wise data, to analyse the status and progress of the projects and to furnish a consolidated report to the Central Directorate of Adult Education. The information would be transferred by the State Directorate to the national level through NIC network.

- ⑥ DAE at the Centre would also simultaneously upgrade its own computerised management system to ensure smooth receipt of information and status reports from the States, to process and analyse the data so received from managerial aspects and generate national level reports for providing feedback to the National Literacy Mission.
- ⑦ The MIS at the national level will also include a component of evaluation both concurrent as well as external so as to provide information and evidence about the programme achievements.
- ⑧ With the installation of computers at the District level, detailed data pertaining to all learners and functionaries engaged in programme implementation would be fed to the computer so as to create a reliable data base. On the basis of the analysis of the data transferred by each District to the state level computer system, a mechanism of accountability could be incorporated in the design of MIS at the State level itself and this is what is proposed to be expanded during the Ninth Five Year Plan.
- ⑨ Appropriate training modules for personnel dealing with MIS at various levels will be developed and suitable orientation programmes organised for them by the Central Directorate of Adult Education and the State Governments.

10.2.5. During the Ninth Five Year Plan, the objective would thus be to have a strong, reliable and comprehensive data base in each District which will form the basis for computerised MIS at the State level and help the State Directorates of Adult Education in continuously identifying the achievements and shortfalls of each District as well as in providing the Central Directorate with up-to-date information on status of literacy projects being implemented in the State.

MEDIA AND COMMUNICATION

10.2.6. The thrust of the National Literacy Mission is on wider involvement of the community, including participation of students and non-student youth in the Mission. The role of media in the National Literacy Mission has been conceptualised in two ways, namely :-

- ① media as a tool of environment building; &
- ② media for spreading the message of literacy and for actual imparting of literacy.

10.2.7. Though there is no doubt about the impact and potentialities of the electronic media both in broadcast mode of radio, TV and in non-broadcast mode, the NLM did not take up any large scale media activities during the VIIIth Plan. The NLM's

strategy has so far been to place much greater reliance on traditional and folk media for mobilising and motivating the people. The successful use of the traditional and folk media for propagation of literacy messages and for building environment conducive to literacy efforts, has been demonstrated in several TLC Districts. The past experience has at the same time also shown that traditional and folk media have limited reach. In the absence of adequate support through electronic media, the Districts have found it difficult to sustain the environment created in the initial phase and also to sustain the motivation of learners and volunteers. It has now become amply clear that it would be extremely difficult for the NLM to carry forward the national literacy movement without effectively and fully utilising the potentialities of electronic media both in broadcast and non-broadcast modes.

10. During the Ninth Five Year Plan, NLM would have to adequately respond and meet the demands emanating from the field through extensive use of modern media and communication technology for literacy instruction and for sustaining motivation. NLM plans to launch diverse kind of continuing education programmes for the neo-literates including equivalency programmes for providing alternative channels of acquiring general and vocational education outside the formal system through distance education and open learning techniques. For successful implementation of such kind of programmes, it would be absolutely essential to rely heavily upon electronic media. This in turn would necessitate development of adequate and good quality software to be used for broadcast through National and Metro Channels of Doordarshan.

10.3. Keeping in view the new thrusts and the challenges as indicated above, the DAE would take up the following media and communication activities during the Ninth Five Year Plan.

- Carefully planned and well executed software for environment building, motivation and training will be produced in adequate quantities and in various languages for extensive utilisation.
- A small core group of communication professionals will be created within the NLM or the DAE. These persons would have to be highly skilled, full of sensitivity to the Mission and to the clientele and will function at the national level to evolve and execute the media and communication strategy besides undertaking continuous monitoring during the entire period of Ninth Plan. This Group would have to be assisted by a team of 6-8 persons at the regional level located at selected State Resource Centres to execute their tasks. This group will function like commissioning editors and will be responsible to design research studies, prepare production briefs, negotiate contracts with the producers, research institutions performing artists, oversee production processes and ensure regular and proper utilisation.

- The Media Unit within the DAE would have to be adequately strengthened to provide institutional support and strength to existing organisations like SRCs, SVPs and selected voluntary agencies specialised in communication skills and sensitive to the needs of NLM. This may include capital investment in software programme, production equipment and recurring expenses for staff salary and other incidentals.
- AIR and Doordarshan will have a more positive and increased role to play in
 - ❶ disseminating message of literacy;
 - ❷ broadcasting and telecasting programmes of adult education;
 - ❸ broadcasting radio plays and telecasting films on adult education and
 - ❹ organising interviews, quiz programmes etc. with a view to sensitising and for the benefit of the neo-literates. While the coverage through AIR and Doordarshan would have to be augmented, the DAE would also build up the ground support so that whatever infrastructure is created it is made full use of. Such ground support may be by way of
 - production of high quality programmes through reputed producers of professional eminence and
 - critical review of the quality of the programme through a national level media advisory committee.

STRENGTHENING OF ACADEMIC AND ADMINISTRATIVE STAFF SUPPORT

10.4. The workload and the responsibilities required to be discharged by the DAE, have increased enormously year after year, specially since the launching of the National Literacy Mission in 1988. The DAE has been carrying out its functions and responsibilities with the skeleton staff which was largely sanctioned at the time of launching of the National Adult Education programme in 1978. There has been no augmentation of staff strength in DAE since then, even though the Cabinet while according approval to the continuation of NLM during Eight Five Year Plan endorsed the proposal for continuance and strengthening of the DAE. The DAE has been experiencing serious constraints in fulfilling its responsibilities on account of inadequate manpower support, both in regard to academic and technical as well as for administrative work. In view of the manifold increase in the size of the Adult Education Programmes spread throughout the country and consequent multiplication of academic and technical resource support requirements, it has now become absolutely imperative to adequately strengthen the staff strength within

DAE. Such strengthening of the staff strength will have to be brought about not only in regard to academic and technical requirements but also in regard to administrative requirements for providing support to the NLM in the field of Material Development, Media, Training, Publication, Research, Monitoring and Evaluation.

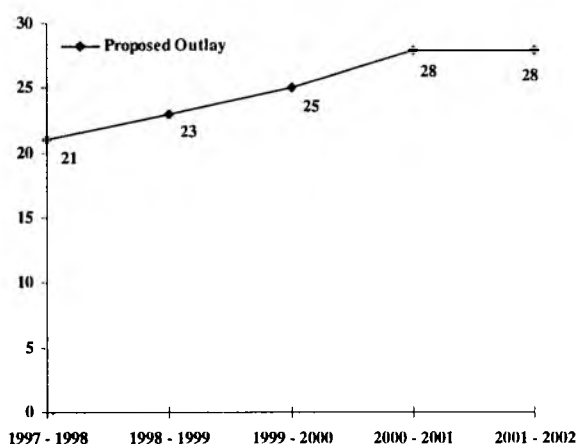
- 10.4. Apart from creation of additional posts for manning various functional units within DAE on continuing basis, it will be necessary for the DAE to hire from time to time the services of professionals and technical experts as consultants depending on demands emanating from ongoing field programmes. DAE should have adequate administrative autonomy to hire the services of such consultants on short term basis as and when required. The present practice of creating specific number of posts of consultants and then engaging their services with the sanction of competent authority in consultation with DOPT and IFD is found to be a time consuming process and defeats the objectives of extending academic/technical expertise as soon as required by the Mission. It has, therefore, been proposed that during the Ninth Five Year Plan, DAE would be given the freedom to engage the services of Consultants on contract/short-term basis on payment of consolidated amount with the approval of Director General, NLM.

FINANCIAL IMPLICATIONS

10. Keeping in view the role and responsibilities that the Directorate of Adult Education would be called upon to discharge during the course of Ninth Five Year Plan, a total outlay of Rs. 125 crore has been proposed for the DAE. The proposed outlay includes budgetary requirements for strengthening the infrastructure in the DAE, additional manpower requirements including engaging of professionals and consultants for its various units and financial requirements towards various programmes and activities. Year-wise break-up of the total outlay is given below:-

DIMENSIONS OF FINANCIAL RESOURCE NEEDS DURING NINTH PLAN

(Rs. in crores)	
Year	Proposed Outlay
1997 - 1998	21
1998 - 1999	23
1999 - 2000	25
2000 - 2001	28
2001 - 2002	28
Total	125

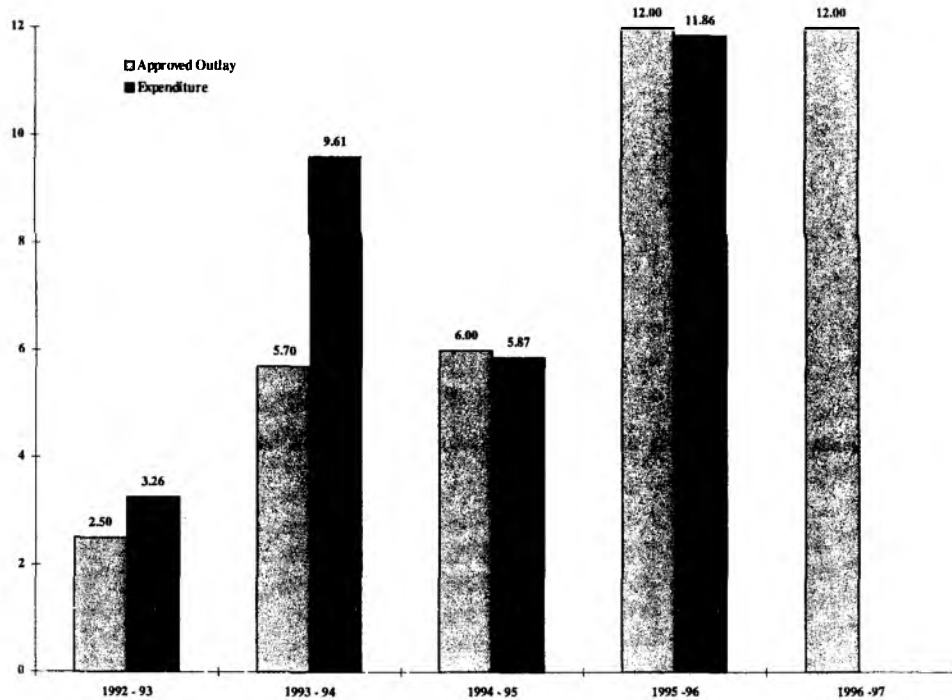


10.5.1. Total outlay of Rs.125 crore has been proposed for the DAE under the Ninth Five Year Plan. An amount of Rs.75 crore will be spent on audio-visual media and Rs.12.87 crore on publications and print-media activities of NLM. Strengthening of academic and administrative staff support in DAE would entail estimated expenditure of Rs.2.75 crore during the Ninth Five Year Plan.

EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	2.50	3.26
1993 - 94	5.70	9.61
1994 - 95	6.00	5.87
1995 -96	12.00	11.86
1996 -97	(Proposed) 12.00	



NEW SCHEMES

A. LITERACY PROMOTION THROUGH INSTITUTIONS OF HIGHER EDUCATION

11.1. The universities and other institutions of higher education can play an important role in the implementation of literacy, post literacy and continuing education programmes. In the past the University Grants Commission had prepared a detailed plan to utilise the huge complex of 146 recognised universities and about 4,500 affiliated colleges in running around 15,000 literacy centres and in opening around 1,500 new centres in the future. However, in the Total Literacy Campaign mode, the universities have not been a special focus of attention and with exceptions, most of them have not been able to contribute meaningfully in the literacy programme. In the 9th Plan this lacuna is sought to be redressed and it is proposed that universities would be involved more actively in the implementation of Literacy, Post Literacy and Continuing Education programmes.

1.1.1. Some of the areas in which the universities and other institutions of higher learning can actively contribute are:

PROVIDING SPECIAL RESOURCE SUPPORT TO TL/PL AND CE ACTIVITIES

1.1.2. It is known that the quality of instruction in TL/PL and CE depends very much on the capability of Resource Persons, Master Trainers and VTs engaged in the programme. Using the vast experience available with the universities, colleges and other institutions of higher learning, a number of short term courses may be organised for the benefit of RPs, MTs and VTs. Universities may also undertake preparation of resource material for such training programmes, in regional languages. Courses in basic science, humanities & technology meant for expanding the horizon of their (RP/MT/VT) knowledge may be planned.

RESOURCE SUPPORT FOR CONTINUING EDUCATION SCHEMES

11.3. The proposed Continuing Education Scheme which is to be implemented during the 9th Plan envisages the introduction of a variety of short term courses for the neo-literates. A lot of expertise and resource support will be required to formulate appropriate courses and course material for this purpose. The expertise of

universities, IITs, National Open School, other scientific and technological institutions etc. will be of great use in this regard. In order to meet out this requirement, 20-25 resource support units for EC may be established during the 9th Five Year Plan.

EVALUATION, RESEARCH AND DOCUMENTATION ON TL/PL AND CE PROGRAMMES

11.1.4. Different aspects of the massive Total Literacy Programme launched in the country need to be studied and documented in detail. Universities and other institutions of higher learning with sufficient experience and expertise may be persuaded to take up evaluation, research and documentation relating to teaching and learning methodologies, learning needs, impact of literacy etc. during the 9th Five Year Plan.

FACILITY FOR UNIVERSITY STAFF IN TL/PL AND CE PROGRAMME

11.1.5. It has been found that the involvement of committed and capable persons on a full time basis is crucial for the success of TL/PL and CE campaigns. Actually, a number of committed college and university teachers have been working on secondment basis in several TL/PL districts. During the 9th Plan period, a large number of university and college teachers and other staff members may be encouraged to participate in the literacy campaign on secondment basis.

11.2. Apart from the above mentioned programmes, universities and other institutions of higher learning may also participate in environment building and running of Continuing Education Centres etc. depending upon their capabilities.

FUND REQUIREMENT

11.3.

Special Resource Support to TL-CE activists:

About 150 orientation programmes can be planned. *Each programme* meant for about 100 activists selected from among RPs, MTs would cost around Rs.20,000/-

100 x 20,000 = Rs.20.00 lakhs

Resource Support to CE:

20 Resource centres @ Rs.1.50 lakhs

20 x 1,50,000 = Rs.30.00 lakhs

Research & documentation

<i>Secondment facility</i>	Rs.20.00 lakhs
<i>Other programmes</i>	Rs.20.00 lakhs
	<u>Rs.10.00 lakhs</u>
Total	<u>Rs.1.00 crore</u>

B. LITERACY ACTIVISTS EXCHANGE PROGRAMME

11.4. Another new scheme proposed under the 9th Plan is that of exchange of visits by literacy activists of different districts have taken up very innovative and inspiring experiments. Sharing of such experiences among Resource Persons, Master Trainers, Voluntary Instructors and other literacy activists of various TL/PL and CE districts will be of great benefit. Activists from a district where the literacy campaign is about to be launched would greatly benefit from visits to districts where successful campaigns are being conducted. It may be also useful to send teams of successful teams of neo-literates to new districts to share their experiences. This would help to inspire the learners who have just started. Special attention may be paid to arrange exchange of visits by women activists.

1.4.1. The following types of exchanges may be planned under this scheme:

- Visit by district core groups of fresh districts to two or three successful TL/PL and CE districts.
- Exchange of visits between Master Trainers and Volunteer Teachers of two TLCs.
- Exchange visits between neo-literates of TL/PL districts in different States.
- Motivational trips by successful neo-literates to new districts in different States.

1.2.3. These trips may be organised under the auspices of ZSS or agencies like BGVS.

1.2.4. Budget requirements for these visits may be made as given below:-

Exchange visits by 100 teams of core group members for 7 days. Each group consisting of around 25 persons:

$$25 \times 100 \times \text{Rs.}3000 = \text{Rs.} 75.00 \text{ lakhs}$$

Exchange visits by 100 teams of RPs, MTs, VTs for 7 days. Each team consisting of 50 persons:

$$50 \times 100 \times \text{Rs.}3000 = \text{Rs.}150.00 \text{ lakhs}$$

Cultural Exchange between successful neo-literates. 100 teams each consisting of 100 members (50 men + 50 women) for 5 days:

$$100 \times 100 \times \text{Rs.}2000 = \text{Rs.}200.00 \text{ lakhs}$$

Motivational trips by successful neo-literates. Number of trips 100. Each team consisting of 20 selected neo-literates (10 men + 10 women) for 5 days:

$$100 \times \text{Rs.}2000 = \text{Rs.} 20.00 \text{ lakhs}$$

Other kind of exchange visits:

Rs. 35.00 lakhs

(The amount shown is average expenditure per head for travel, food and accommodation)

NATIONAL LITERACY MISSION AUTHORITY (NLMA)

12.1. The National Literacy Mission Authority was constituted in May 1988 as an independent autonomous wing of the Department of Education. The NLMA has a Council with the Minister of Human Resource Development as its Chairman and an Executive Committee with the Education Secretary as its Chairman. In 1994, the Project Approval Committee (PAC) was constituted for approving Total and Post Literacy Campaign projects throughout the country.

12.1.1. The Council lays down the broad policy and the Executive Committee carries out all the functions of the Authority in accordance with the policy laid down by the Council. Whereas the Council has met one time in the 8th Plan period, the Executive Committee has held 56 meetings since its inception and has taken important decisions like introduction of TLC/PLC. Twelve meetings of PAC have been held so far.

12.2. The NLMA functions as the Secretariat of the National Literacy Mission and the outlay under the scheme is meant to meet the expenses to officials and non-officials attending various meetings, organising workshops, literacy dialogues and the funding of studies, research reports in literacy programmes and other miscellaneous expenditure incurred on the programme.

12.3. Under the 9th Plan it is proposed that the expenditure on foreign travel of officials/experts in the field of adult education, as and when the delegations are sent abroad for various study tours/conferences/workshops/ meetings etc. on subjects connected with adult literacy other than under the cultural exchange programme would also be met from this Head. This is required because there is no other scheme or Head of Expenditure from which such expenses can be met.

2.3.1. In order to enhance the efficiency of the office staff it is proposed that modernisation of office would be undertaken to ensure the optimal utilisation of the existing space in order to provide a work environment which is congenial to the office staff. This would also promote better interaction between the supervisory officers and subordinate staff.

- 12.3.2. In this context the National Literacy Mission proposes to modernise its Secretariat by upgrading the infrastructure. The NLMA also proposes to extend the computer network in its Secretariat.
- 12.3.3. NLMA also propose to set up a library under the 9th Plan. For this purpose books authorised by DG(NLM) would be purchased as and when required, alongwith library equipment and computer requirements. Funds for this purpose will be used for purchasing reading material/ magazines/publications from institutions of repute etc.
- 12.4. It has been envisaged in the original Note for Cabinet setting up the NLMA that it will be an independent and autonomous wing of Ministry of Human Resource Development (Department of Education) vested with full executive and financial powers in its sphere or work. With a view to implementing the scheme fully, it is proposed that the funds allocated to the Adult Education Bureau under the Budget of Department of Education be transferred to NLMA. There may be a separate Drawing and Disbursing Officer, Internal Auditor and Chief Accounts Officer for operation of the funds of NLMA. The DG NLM may be designated as the Chief Financial Officer of NLMA. The NLMA may have adequate powers for creation of posts. For its smooth functioning it may also be authorised to advertise and fill up posts on contract basis.
- 12.5. In view of the extensive coverage now achieved under the National Literacy Mission, the mobility of officers has become a vital necessity. At present there is only one allocated vehicle for the DG, NLM. It is proposed that a small pool of vehicles consisting of two cars, two jeeps and one matador may be maintained for use of NLM. The fuel and maintenance expenses of these vehicles could also be met from the funds of NLMA. The NLM will appoint drivers on contract basis.
- 12.6. Recently, a National Resource Centre (NRC) has been set-up at Lal Bahadur Shastri National Academy of Administration, Mussoorie under National Literacy Mission. The Centre will expand its activities during the 9th Five Year Plan period for sensitisation/training/information dissemination etc. There will also be the requirement to open five branches one in each year during the 9th Plan period. It is proposed to meet the expenditure in this respect from the funds of NLMA.
- 12.7. Under the NLM head, a sum of Rs.2.50 crores had been earmarked in the 8th Plan period. For the 9th Plan, an outlay of of Rs.10.00 crores is proposed.

COS' STRUCTURE OF THE SCHEME

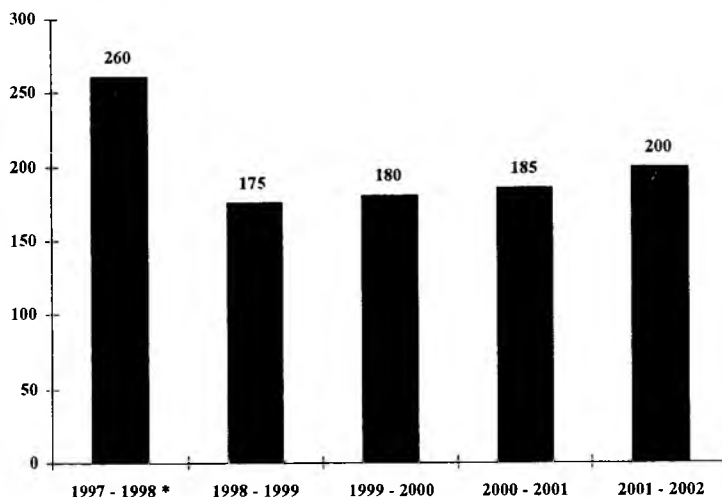
(Rs. in lakhs)

Estimated expenditure during 1997 - 98	
TA/DA to non-official / official attending meetings / workshops / literacy / dialogues, etc.	50
Foreign travel of delegations for conferences / study tours / workshops, etc.	35
Modernisation of office infrastructure / computer network	35
Setting up of NLMA library with modern infrastructure and computer requirements	30
Setting up of a branch of National Resource Centre of Lal Bahadur Shastri National Academy of Administration, Mussoorie (One each year)	25
Expenditure on new staff, viz. DDO, Internal Auditor, Chief Accounts Officers, Drivers, etc.	20
Purchase of 5 vehicles and their maintenance	25
Miscellaneous expenditure on administrative matters / office expenses	40
Total	260

YEARWISE PROPOSED BUDGET FOR THE 9TH FIVE-YEAR PLAN

(Rs. in lakhs)

1997 - 1998 *	260
1998 - 1999	175
1999 - 2000	180
2000 - 2001	185
2001 - 2002	200
Total	1,000

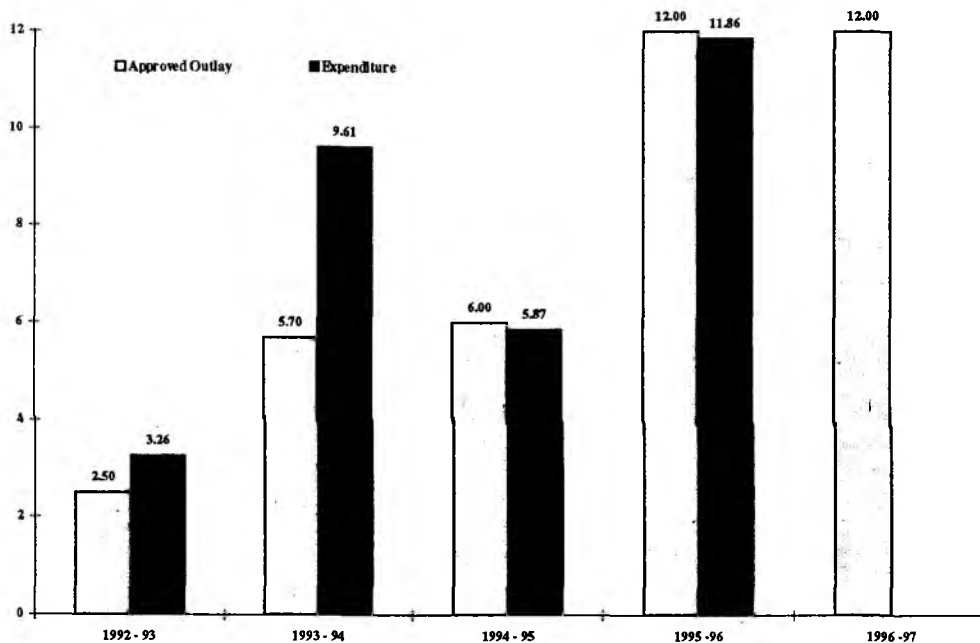


*Include non-recurring expenditure during the first year

EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	2.50	3.26
1993 - 94	5.70	9.61
1994 - 95	6.00	5.87
1995 -96	12.00	11.86
1996 -97	(Proposed) 12.00	

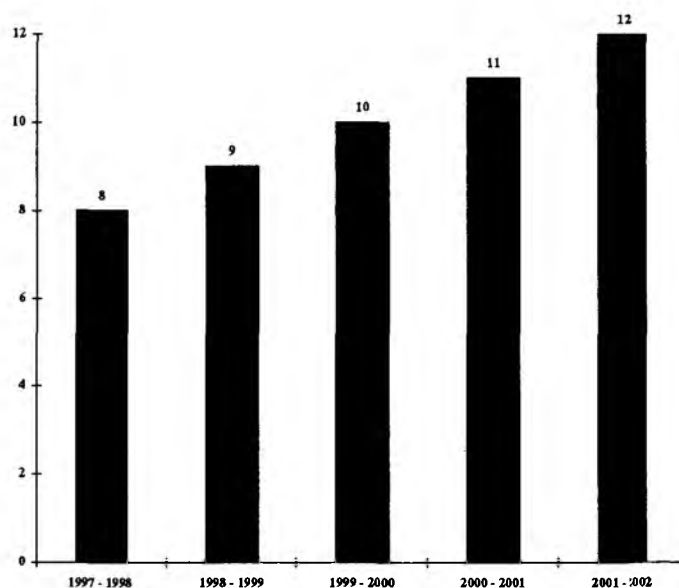


NATIONAL INSTITUTE OF ADULT EDUCATION

- 13.1. The National Institute of Adult Education (NIAE) is an academically independent, administratively autonomous, professionally competent authority set up with the principal responsibility of taking up good quality research work as well as specialised programmes of Human Resource Development in the field of adult education. NIAE was set up as an autonomous organisation on 1st January, 1991 under the Societies Registration Act 1860. The NIAE was set up with the hope that it would provide technical and academic resource support in areas relating to training, research, planning & management, linguistics, media, communication, comparative studies etc. to NLMA.
- 3.2. An amount of Rs.17.50 crores had been approved for the Eighth Plan. However, The amount allocated in the Eighth Plan was Rs.5.95 crores and the expenditure was Rs.1.50 crores only. The less expenditure was due to non-release of grants for 1994-95 as the sanctioned posts could not be filled initially due to the Court orders and subsequently because of Cabinet's decision to functionally merge National Institute of Adult Education with Directorate of Adult Education and not to release funds to NIAE from 1.4.94. As the matter was subjudice in the Delhi High Court, an amount of Rs.20.00 lakhs only was released during 1995-96 after taking special approval from the Ministry of Finance.
- 12.1. The Institute was expected to be strengthened during the 8th Five Year Plan. However, its own future is uncertain after the Cabinet approved the functional merger of the NIAE with Directorate of Adult Education. However, it left the door open for its revival in case the NLM needed a separate research institution.
- 3.3. The NLM feels that in the 9th Plan period where the thrust would be on new initiatives like equivalency programme, the skill upgradation programme, preparation of literature for neo-literates, research studies and sensitisation workshops, the need for a research institution would become imperative.
- 3.4. An expert group set up by the Executive Committee of NIAE has submitted a report for its continuation. The Working Group fully endorses the continuation of NIAE. It is, therefore, proposed that the amount required for the NIAE for the 9th Plan would be Rs.50.00 crores, the year-wise break-up of which is as follows:

(Rs. in crores)

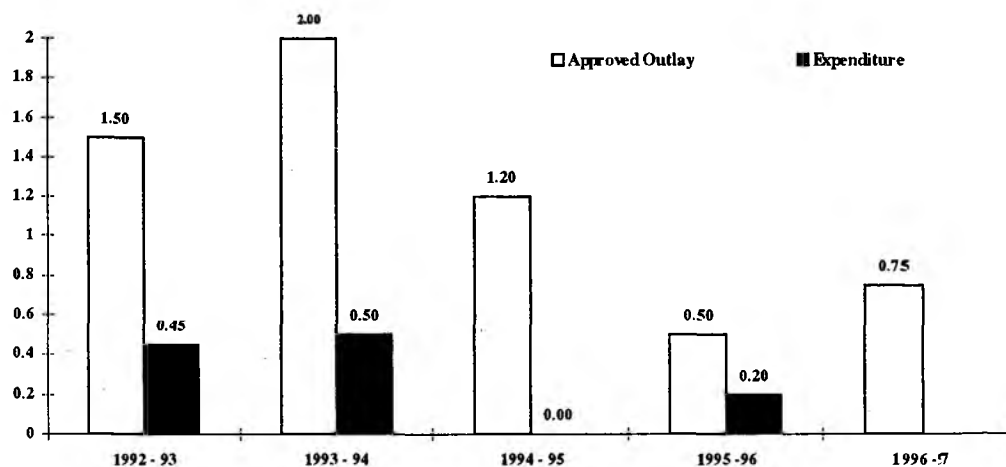
1997 - 1998	8
1998 - 1999	9
1999 - 2000	10
2000 - 2001	11
2001 - 2002	12
Total	50



EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	1.50	0.45
1993 - 94	2.00	0.50
1994 - 95	1.20	0.00
1995 -96	0.50	0.20
1996 -97	(Proposed) .75	



CULTURAL EXCHANGE PROGRAMME (CEP)

14.1. A number of countries, especially developing countries implement the Adult Education Programme. If the different countries implementing this programme learn from each other's experiences, it would definitely be beneficial to both. This sharing of information and knowledge can take the form of exchange of books and publications as also visits by delegations of both countries. The most appropriate means of such co-operation is through the Cultural Exchange Programme which is signed with different countries. The nodal Department for CEPs is Department of Culture. Adult Literacy is also invariably incorporated as one of the items under the Education Sector in the CEP.

14.1.1. The visits under CEP help in enriching knowledge of functionaries implementing the programme as also in improving the quality of our programme. Such exchanges would continue to be promoted during the 9th Plan also. A provision of Rs.1.00 crores is proposed for this purpose.

COST STRUCTURE OF THE SCHEME: ESTIMATED EXPENDITURE DURING 9TH FIVE YEAR PLAN

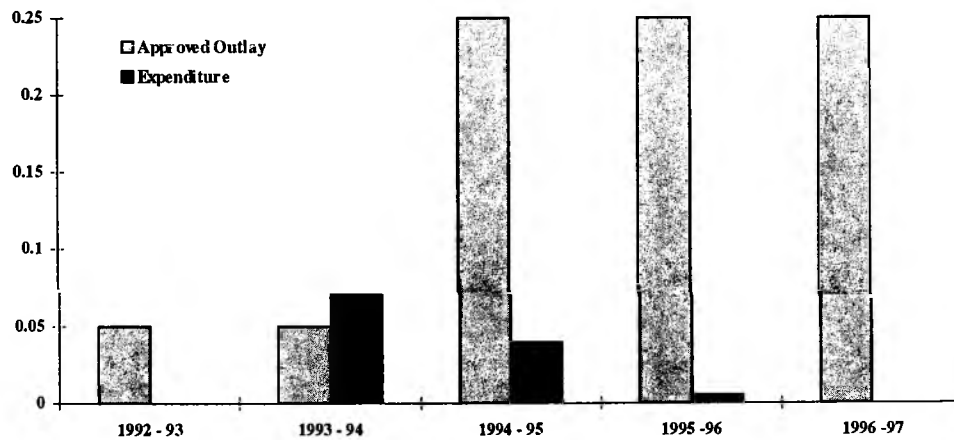
(Rs. in lakhs)

Expenditure on one visit of delegates under CEP	4.00
Expenditure for five such visits in a year (4.00 x 5)	20.00
Expenditure during the 9th Five Year Plan (20.00 x 5)	100.00

EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	0.05	0.000
1993 - 94	0.05	0.070
1994 - 95	0.25	0.040
1995 -96	0.25	0.006
1996 -97	(Proposed) 0.25	



TECHNOLOGY DEMONSTRATION

15. The scheme of Technology Demonstration was launched under the National Literacy Mission with the objective of harnessing the findings of scientific and technological research for improving the pace and quality of the Adult Education Programme. In the initial years the main emphasis was on improving the lighting systems in the adult education centres and for producing improved teaching /learning material. The two main projects under the scheme which are now in existence have been the installation of 1,200 solar power packs by the Central Electronics Research Institute, Delhi Centre, CSIR Complex, New Delhi. Another project “Vivek Darpan” was also taken with the collaboration of Department of Electronics for using the Sanghamitra Systems in the literacy programmes.
15. The total budget provision during the 8th Plan for the scheme was Rs.8.00 crores. The budget provision under the scheme was made to meet the committed liabilities on the projects sanctioned by the Department. No new projects were undertaken in the Adult Education Programme as the earlier approach of establishing Adult Education Centres has been given up and in its place volunteer based mass campaign approach has been adopted as the principal strategy for implementation of literacy programmes, there is not much scope for the scheme under the present pattern.
15. However, during the 9th Plan it is proposed to use solar photo voltaic panels in the Continuing Education Centres under Continuing Education Programme for neo-literates. For this a provision of Rs.5.00 crores is suggested during the 9th plan.

COST STRUCTURE OF THE SCHEME**ESTIMATED EXPENDITURE DURING THE 9TH FIVE YEAR PLAN:**

(Rs. in lakhs)

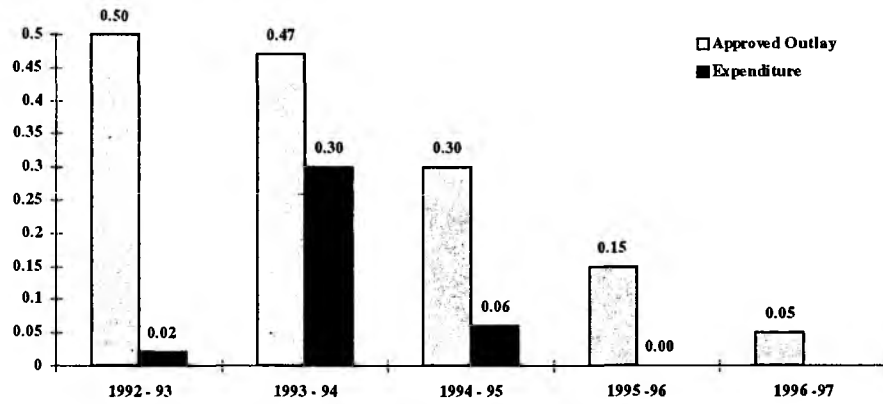
1997 - 1998 *	100
1998 - 1999	100
1999 - 2000	100
2000 - 2001	100
2001 - 2002	100
Total	500

* - Provision of photo-voltaic panels in 65 continuing education centres in 30 districts (65 in each year - 65 x 1.55 lakhs) = Rs. 100.75 lakhs

EIGHTH PLAN OUTLAY & EXPENDITURE (YEAR-WISE)

(Rs. in crores)

Year	Approved Outlay	Expenditure
1992 - 93	0.50	0.02
1993 - 94	0.47	0.30
1994 - 95	0.30	0.06
1995 -96	0.15	0.00
1996 -97	(Proposed) 0.05	



SCHEMES PHASED OUT DURING THE EIGHTH PLAN PERIOD

MASSPROGRAMME OF FUNCTIONAL LITERACY

- 5.1. The National Literacy Mission being a societal Mission attaches lot of importance to social mobilisation meaning thereby that all sections of the society should make a contribution in the efforts for eradication of illiteracy. Under the Mass Programme of Functional Literacy (MPFL), the students of the universities, colleges and schools participated very significantly.

- 16.2. With the launching of the literacy programmes under campaign mode, it was decided to phase out implementation of MPFL in a phased manner as the scheme of total literacy campaigns was picking up. Accordingly, the Scheme of MPFL was discontinued in the Eighth Plan.

NEHU YUVAK KENDRA SANGATHAN

- 5.2. The Nehru Yuvak Kendra Sangathan an autonomous body was implementing the adult education programme through the youth clubs. The implementation by this organisation was largely based on centre-based approach similar to the scheme of Rural Functional Literacy Project (RFLP).

- 16.1. With the decision to switch over to the campaign mode approach, the scheme of RFLP was discontinued with effect from 1st April, 1991. Accordingly, the involvement of the scheme of Nehru Yuvak Kendra in NLM was also discontinued during the Eighth Five Year Plan.

CHAPTER - I ADULT EDUCATION - ANALYTICAL REVIEW

NLM was launched on 5th May 1988 with the objective of making 80 million non-literates in the 15-35 age-group functionally literate by 1995.

7TH PLAN SCENARIO

- ✍ Important developments included launching of mass campaigns in West Bengal Karnataka and Gujarat, adoption of area based approach, adoption of IPCL Pedagogy.
- ✍ Revisions were carried out in the Scheme of Rural Functional Literacy Programme (RFLP) and the Scheme of Assistance to Voluntary Agencies (VA).
- ✍ Total Literacy Campaigns were initiated in this period.
- ✍ The Bharat Gyan Vigyan Samiti was set up and it organised many jathas.
- ✍ The students involvement in literacy increased considerably.
- ✍ The National Institute of Adult Education was set up as a research body to facilitate Adult Education Programmes.

8TH PLAN SCENARIO

Important developments under the adult education programmes included

- ✍ Adoption of Campaign Approach to Adult Literacy Programme which was approved by the National Development Council Committee (NDCC) and endorsed by the NDC and the Conference of Chief Ministers on 15th February 1994. The Conference agreed that Chief Ministers should periodically review the literacy programmes in their states and that special efforts were needed in the educationally backward states of Andhra Pradesh, Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh.

- ✍ A follow-up Conference of 4 Chief Ministers of Hindi-Speaking states of Bihar, Madhya Pradesh, Rajasthan and UP was held on 4th July 1994 wherein it was agreed that 6% of the GDP should be earmarked for education, that the tenure of District Collectors of TLC districts would remain undisturbed and that talented officers would be made available for this programme by the State Governments.
- ✍ A follow-up Conference of Six States on Literacy was held on 16th November 1995 wherein states were asked to submit time-bound action plan for coverage of the uncovered districts under Total Literacy Campaigns.
- ✍ During the current Plan period the Cabinet approved the continuation of the NLM upto the 8th Plan Period and revised its objective to cover 100 million persons in the 15-35 age-group (including children in the age-group 9-14 who were not covered in the Non-Formal Education Centres) by 1997. The Cabinet also approved:
 - ❶ Devolution of powers to State Literacy Mission Authorities.
 - ❷ Funding of tribal sub-plan districts in the ratio of 4:1 to be shared by the Centre and the State Government.
 - ❸ Funding of Voluntary Agencies on a 100% basis; setting up of a Voluntary cell in Voluntary Agencies and 100% funding of State Resource Centres.
- ✍ Apart from this, involvement of Panchayati Raj Institutions in literacy campaigns is being facilitated by the National Literacy Mission.
- ✍ It is proposed to continue the NLM during the 9th five year Plan period (1997-98 to 2001-2002).
- ✍ During this period the Bharat Gyan Vigyan Samiti held SAMATA Jatha in 1993.
- ✍ It also launched a "*Joy of Learning*" programme to mobilise support of the Department of Education in 16 states. The 'National Joy of Learning Festival' was held at Bharatiyam Complex New Delhi from 7-14 November, 1994.
- ✍ A revised scheme of Continuing Education for Neo-Literates has been approved. It is a Centrally sponsored scheme with provision for establishment of Continuing Education Centres (CECs) and implementing target specific programmes. Funds for the scheme will be placed at the disposal of the States/SLMs for further disbursement to the Zila Saksharta Samitis.

CHAPTER - II

SPECIAL PROJECTS FOR ERADICATION OF ILLITERACY

- ✍ In the first four years of 8th Plan, 300 districts covered under TLCs and 140 under PLCs. As of date 401 districts covered under TLCs and 166 under PLCs. Against an allocation of Rs.1000.00 crores, (actual Rs.453.40 crores for first four years) an amount of Rs. 446.00 crores has been spent.
- ✍ Against the objective of NLM to make 100 million persons literate by 1997, 56.10 million persons have been made literate under all schemes. Under TLCs, against an enrolment of 80 million, 37.31 million have been made literate. 62% of the total beneficiaries are women; 22% SCs and 12% STs.

CHARACTERISTICS OF TOTAL LITERACY CAMPAIGNS

- ☑ TLCs are area-specific, time-bound, volunteer-based, cost-effective and outcome oriented; being implemented by ZSSs through direct funding from Centre/State Governments. Teaching/learning & training materials developed under the new pedagogy “Improved Pace & Content of Learning (IPCL).

POST LITERACY CAMPAIGNS

- ☑ Emphasis on timely launching of a 2-year post literacy programme for neo-literates soon after the conclusion of TLC. PLCs include both guided learning as well as self-directed continuing education through libraries, etc. and other activities such as skill development and vocational training.

SIGNIFICANT ACHIEVEMENTS UNDER THE CAMPAIGN APPROACH

- ✓ Campaigns have benefited women more.
- ✓ Improved enrolment/retention of children in schools.
- ✓ Enhanced participation in family welfare programmes.
- ✓ Greater acceptance of the message of immunisation.

- ✓ Social, cultural and linguistic integration and communal harmony promoted.
- ✓ Social evils such as dowry, child marriage, beggary, alcoholism etc. getting minimised.
- ✓ Grassroot level structures like Village Education operationalised helping in taking advantage of other development programmes.

VALUATION

- More of a movement than a programme.
- Overwhelming impact on women.
- Positive impact on caste and communal relations.
- Demand generated for primary education.
- Activated concern for developing a just & humane society.
- Literacy placed on the national agenda.
- Preoccupation with total literacy.
- Bureaucratisation - in some places.
- Need for quick follow up post literacy campaigns.
- Some campaigns launched without adequate preparations.

NEW STRATEGIES

- Time-bound action plans for uncovered districts.
- Non-cash incentives to motivate volunteers.
- Strong linkages between literacy campaigns & PRIs.
- Linkages between literacy & development programmes.
- Decentralisation/delegation of authority to States for implementation of programmes through SLMAs.

- Strengthening of Directorates of Adult Education.

FINANCIAL ASPECTS

- During the 9th Plan, it is proposed to cover remaining approx. 25 districts under TLCs and approx. 300 under PLCs.
- In the 8th Plan the per learner cost for TLC was fixed at Rs.65/- & Rs.40/- per year for 2 years for PLC.
- In the 9th Plan period the per learner cost for TLC is proposed to be fixed in the range of Rs.90/- to Rs.180/-. The per learner cost of PLC is proposed to be fixed in the range of Rs.65/- to Rs.130/- per year for two years.
- Total requirement of funds inclusive of Operation Restoration would be Rs.1300.00 crores.

CHAPTER - III NEW INITIATIVES

OPERATION RESTORATION

- Due to reasons like natural calamities, absence of political will, frequent transfer of Collectors etc., a number of campaigns have stagnated. Need to restore these campaigns.

ESTABLISHMENT OF STRONG LINKAGES BETWEEN LITERACY PROGRAMMES AND PANCHAYATI RAJ INSTITUTIONS:

- 73rd and 74th Amendments to the Constitution enable the State Legislatures to endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government. Under Eleventh Schedule (Article 243-G) Adult and non-Formal Education has been specified as one of the matters in relation to which responsibilities can be entrusted upon Panchayats for implementation of the programmes and schemes.

DEVOLUTION OF POWERS TO PANCHAYATS

- In order to achieve total literacy sustained socio-economic development, strengthening of Panchayats is very essential to make these institutions

effective instruments of our economic and educational planning and management.

FUNCTIONS & RESPONSIBILITIES

- Panchayat Raj functionaries have major role to play for mobilisation of people and effective implementation of literacy programmes in the country. The areas wherein they can be involved actively are generation of environment and creation of motivation amongst learners and volunteers, in securing co-operation and mass participation of people and in concurrent evaluation of the literacy programmes.
- The focus, particularly at micro-level, could be on forming village education / literacy committees; participating in village level literacy / educational planning to eradicate illiteracy within a definite time-frame; preventing non-recurrence of illiteracy in future by ensuring that all the eligible primary school-age children get enrolled in primary schools; enabling all non-literate children of 9-14 age-group to become literate by encouraging them to join various courses, conducting periodical monitoring and review meetings through visits to literacy centres.

ORIENTATION AND TRAINING OF PANCHAYAT RAJ FUNCTIONARIES

- Local bodies to be given adequate orientation about the implementation of the whole programme through a number of orientation and training programmes for Panchayat functionaries in the States.
- The primary responsibility of conducting orientation and training programmes at the village, block and district level shall be of the Zilla Saksharata Samitis.
- The State Resource Centres in each of the State would have to assume major responsibilities for identification of trainers and resource persons, development of comprehensive training strategies and appropriate training modules for imparting training to functionaries on a highly decentralised basis.
- The Directorates of Adult Education would have to closely monitor the progress in organising training programmes for Panchayat Raj functionaries.

DECENTRALISATION OF PROJECT SANCTIONING

- System of devolution of decision making at the State level being evolved in cases where at least 50% of the districts have achieved the total literacy norms of the NLM. Block grants will be released to SLMAs for sanctioning literacy campaign projects.

STRENGTHENING OF DIRECTORATES OF ADULT EDUCATION

- DAEs being strengthened to enable them to act as nodal agencies for close monitoring of literacy programmes in the States. The State DAEs would also function as Secretariat of the SLMAs.

STRENGTHENING OF STATE RESOURCE CENTRES

- SRCs/ Regional Resource Centres are proposed to be strengthened in qualitative & quantitative terms. About 25 new SRCs/ RRCs are proposed to be opened during Ninth Five Year Plan.

EVALUATION SYSTEMS

- NLM propose to introduce more meaningful and rigorous evaluation systems to ensure effective implementation of literacy programmes. Concurrent and final evaluation will be done by outside agencies.

CHAPTER - IV

SCHEME OF CONTINUING EDUCATION FOR NEO-LITERATES

- Government of India have approved launching of Continuing Education for neo-literates in December, 1995 to replace the earlier Scheme of Post Literacy and Continuing Education. The Scheme of Continuing Education is a centrally sponsored scheme like the pre-revised Scheme. The Scheme has provision for establishment of Continuing Education Centres (CECs) / Nodal CECs and also the provision of implementation of some target specific programmes like Equivalency Programmes, income generating programmes, quality of life improvement programmes and individual interest promotion programmes.
- During 9th Plan period, no major changes are proposed in terms of implementational strategies. However, some financial and procedural modifications

are proposed. Enhancement in non-recurring and recurring expenditure in respect of CECs/nodal CECs is proposed.

- Specific financial provision is also proposed for development of nation-wide village literacy movement.
- A provision of cent percent financial assistance by the Central Government is also proposed for the Scheme during the Ninth Plan period against the approved norms of 100% financial assistance by the Central Government for the first three years and 50% for the 4th and 5th year of the Continuing Education Project during 8th Plan period.
- A total budgetary requirement for Ninth Plan period for the Scheme is Rs.1638.10 crores to launch Continuing Education Programme in 150 districts.

CHAPTER - V

SCHEME OF STRENGTHENING OF ADMINISTRATIVE STRUCTURES

SALENT FEATURES OF THE SCHEME

- Introduced in the year 1978-79.
- 100 per cent central assistance for creating necessary administrative structure at the State/District level for implementation of Adult Education Programmes.
- States/UTs are categorised into 4 groups for regulating posts.
- Eighth Plan allocation Rs.28 Crores. Eighth Plan expenditure during the first four years is Rs.48 crores.
- The Scheme proposed to be continued during Ninth Plan more or less in the same pattern.
- State Directorate of Adult Education will serve as the Secretariat of the State Literacy Mission Authority.

RESTRUCTURING OF THE POSTS

- under the scheme proposed.

SEED MONEY/ONE TIME GRANT TO SLMA

- towards infrastructural facilities proposed.

CONTINGENT EXPENDITURE

- for developing the information technology, office automation and other miscellaneous expenses proposed.

CHAPTER - VI STATE LITERACY MISSION (SLM)

- While considering the Eighth Plan approach the Expenditure Finance Committee generally endorsed the setting up of State Literacy Missions for sanctioning projects on decentralised basis by devolution of powers.
- The Executive Committee, National Literacy Mission Authority on 21.12.1994 recommended provision of seed money to State Literacy Missions which will be registered as societies to make them functional.
- For the purpose of funding, all the States have been divided into three categories based on the illiterate population in a particular State.
- State Directorates of Adult Education would act as the Secretariat of the State Literacy Missions.
- For the use of State Literacy Mission, funds would be released to the State Directorates of Adult Education.
- Detailed guidelines inter-alia laying down the criteria for devolution of powers, process for such devolution, functions of SLM, funds and accounts, etc. have been prepared.
- In the Ninth Plan, it is proposed to hand over the sanctioning of the Total/Post Literacy Campaign projects to State Literacy Missions.

CHAPTER - VII

RURAL FUNCTIONAL LITERACY PROJECTS

BROAD FEATURES OF THE SCHEME

- ✍ It is centre based programme unlike Total Literacy Campaign which is Volunteer based and on campaign mode.
- ✍ Honorarium paid to instructors.
- ✍ The projects are formulated by the State Governments which are area specific, compact and time bound.
- ✍ Each project consist of 100 centres only and each centre should cover 30 beneficiaries.
- ✍ Adoption of IPCL material, environment building, training of functionaries and linkages with development departments.
- ✍ Scheme to be implemented only in the States of Sikkim, J&K, North Eastern States.
- ✍ Eighth Plan Provision Rs.25 Crores. Actual expenditure during the Eighth Plan (till 1995-96 .. Rs.14.9 Crores.
- ✍ Proposed to be continued during Ninth Plan with a token provision of Rs.1 crore each year.

CHAPTER - VIII

SCHEME OF ASSISTANCE TO VOLUNTARY AGENCIES

- The Scheme of Assistance to Voluntary Agencies in the field of Adult Education was designated and started in the Ist 5-Year Plan & was continued with expanded scope in the subsequent plans. No major changes are proposed in terms of implementational strategies for operationalisation of the Scheme during the Ninth Plan period. However, some financial and procedural modifications are proposed having regard to the emerging literacy scenario.
- Major modifications proposed for the 9th Plan include the extended role of the VAs to undertake Continuing Education programmes for the large number of

neo-literates emerging out of the TLC/PLC programmes and other targeted beneficiaries; adequate emphasis will be given to cover primitive tribal groups and SC/ST women from the identified scheduled areas for launching the literacy related activities. Special attention and incentives would be given to such voluntary organisations which undertake a literacy programme in the scheduled areas; financial assistance for DRU projects, evaluation study projects and other innovative projects would be enhanced in terms of financial assistance.

- Financial assistance is also proposed to be given in the form of literacy kits to industrial houses/ institutes which undertake literacy activity for industrial work force.
- The major modifications proposed for the SRCs include the strengthening of SRCs/RRCs in quantitative and qualitative terms.
- Some existing SRCs/RRCs are proposed to be wound up during the Ninth Plan period on the basis of their performance/ utility.
- There is also a proposal for increase in the maintenance grant during the Ninth Plan period for each category of SRCs/RRCs in view of the increasing literacy activities.
- A total budgetary requirement for Ninth Plan period for the Scheme is Rs.200.00 crores.

CHAPTER - IX

SHRAMIK VIDYAPEETH

- The Shramik Vidyapeeth (SVP) is an unconventional programme of Non-Formal Adult and Continuing Education primarily in urban industrial areas for workers and their families. This programme was evolved to respond to educational and vocational training needs of workers and their families. The first SVP was established in 1967 in Bombay (Worli).
- During the VIII Plan period, the Scheme of SVPs was expanded at the rate of 5 Shramik Vidyapeeths per annum.
- At present there are 53 SVPs in operation.
- As per the existing pattern of financial assistance, a Shramik Vidyapeeth which is more than 5 years in operation is entitled to Rs.12.30 lakhs per annum and an SVP which is less than 5 years is entitled to Rs.8.00 lakhs recurring grant annually. A non-recurring grant of Rs.3.00 lakhs is provided at the time of inception of a Shramik Vidyapeeth.

NEW INITIATIVES OF IX PLAN

- It is proposed to recast the scheme of Shramik Vidyapeeths by strengthening their infrastructure and enlarging the activities. A suitable name which evokes the new enhanced role of the SVP will be conceived of in the Ninth Plan.
- It is proposed to sanction at least one SVP in each District.
- The SVP will function as district repository of vocational and technical skills.
- The SVP in its revised form, will give priority to the training requirements of neo-literates.
- The SVP will be of 4 categories (a), (b), (c) & (d), depending on their area of operation.
- The financial and infrastructural facilities will also vary from category to category.
- It is proposed to sanction Rs.35.00 lakhs annual recurring and Rs.30.00 lakhs non-recurring grant to category (a) SVP.
- It is proposed to sanction Rs.30.00 lakhs annual recurring and Rs.25.00 lakhs non-recurring grant to category (b) SVP.
- It is proposed to sanction Rs.25.00 lakhs annual recurring and Rs.20.00 lakhs non-recurring grant to category (c) SVP.
- It is proposed to sanction Rs.20.00 lakhs annual recurring and Rs.15.00 lakhs non-recurring grant to category (d) SVP.
- It is proposed to sanction to all SVPs a building grant of Rs.30.00 lakhs for office purposes and Rs.20.00 lakhs for hostel accommodation.
- The existing SVPs have been sanctioned 18 posts of regular employees. It is now proposed to strengthen the staff structure by providing additional posts of Programme Officer, Associate Programme Officer, Stenographer, depending on the area of operation of the SVP.

CHAPTER - X

DIRECTORATE OF ADULT EDUCATION

The Directorate of Adult Education will play a lead role as a national resource centre for universalisation of literacy, launching of post literacy and continuing education programmes during Ninth Five-Year Plan. It will provide resource support to State Directorates of Adult Education and State Resource Centres. It will also play a prime role for promoting a national network of resource support agencies and, as a professional organisation, for development of resource capabilities of the agencies at the State and district levels. More specifically, the DAE would perform the following principal functions and responsibilities during the Ninth Five-Year Plan.

- With the expansion of literacy/post literacy campaigns and launching of continuing education programmes, the training needs of larger number of volunteer instructors, trainers and resource persons will have to be met and other important aspects of functional literacy, skill development and empowerment are to be integrated in training modules to be designed. A large number of training programmes will have to be organised for key resource persons and senior level functionaries of States/Districts to orient them about new strategies in continuing education programmes.
- The MIS is a key component of any educational programme. In order to make MIS foolproof, reliable and credible, computerised MIS will be introduced and orientation of field functionaries will be organised and feedback provided on achievements and shortfalls in respect of each district. Concurrent and final evaluation of literacy projects would be systematised and rigorously applied.
- The media will be utilised not only for environment building but also for spreading the message of literacy as well for actual imparting of literacy. The electronic media will be used on wide scale so that neoliterates could acquire equivalency levels and vocational skills through distance education and open learning techniques. The 'Education Channel' of Doordarshan will be utilised for this purpose and good quality software will be developed. The traditional media will be harnessed to the fullest possible extent.
- The print media has also to play a lead role in the successful implementation of NLM. The planners, administrators, researchers, key resource persons, etc. will be kept informed of the activities of NLM through bringing out documentations on successful TLCs PLCs / CEPs, success stories of learners / volunteer instructors etc. Up-to-date literacy statistics and findings of research and evaluation studies will also be brought out from time to time.

- The DAE will have to shoulder further demands for sound academic and technical resource support in the context of extension of adult education, post literacy & continuing education programmes in the entire country. It would also extend support to the State Directorates of Adult Education and State Resource Centres in the field of adult education / continuing education programmes in regard to important aspects such as pedagogy, material production, mobilisation, training of functionaries, folk and traditional media, print and electronic media etc. In order to carry out these activities efficiently, the DAE will have to be adequately strengthened in terms of its manpower resources through creation of additional posts to facilitate engaging of competent and experienced academic and technical personnel as well as to provide requisite staff for administrative support.
- Total outlay of Rs.125 crore has been proposed for the DAE under the Ninth Five Year Plan. An amount of Rs.75 crore will be spent on audio-visual media and Rs.12.87 crore on publications and print-media activities of NLM. Strengthening of academic and administrative staff support in DAE would entail estimated expenditure of Rs.2.75 crore during the Ninth Five Year Plan.

CHAPTER - XI NEW SCHEMES

LITERACY PROMOTION THROUGH INSTITUTIONS OF HIGHER EDUCATION

- Although universities have played an important role in implementation of literacy in the past, under the Total Literacy Campaign mode they have not been able to contribute meaningfully in the literacy programme. This lacunae is sought to be redressed in the 9th Plan.
- Some areas where the universities and other institutions of higher learning can contribute are -
 - ❶ Providing resource support of TL/PL & CE activities by organising short term courses for the benefit of RPs/MTs and VTs preparing resource material etc.
 - ❷ Resource support for Continuing Education Scheme through preparing short term courses for the neo-literates.

- ③ Evaluation, research and documentation of TL/PL & CE programmes by taking up evaluation, research and documentation relating to teaching and learning methodology needs and impact of literacy etc.
- ① Facility for university staff to work in TL/PL & CE programme through secondment basis. The fund requirement under the programme would be Rs.5.00 crores.

LITERACY ACTIVISTS EXCHANGE PROGRAMME

- The Scheme proposed in the 9th Plan is to enable experience sharing among resource persons, master trainers, voluntary instructors etc. by visiting different districts which have been taken up for innovative and inspiring experiments. The exchanges planned are :-
 - ① Visit by district core group of fresh districts to 2-3 successful TL/PL & CE districts.
 - ③ Exchange of visit between MTs and VTs of two TLCs.
 - ③ Cultural Exchange visits between the successful neo-literates of 2 TL/PL districts.
 - ④ Motivation trip of neo-literates of successful districts to new districts.
- The requirement for the 9th Plan is Rs.5.00 crores.

CHAPTER - XII

NATIONAL LITERACY MISSION AUTHORITY

- The National Literacy Mission Authority was constituted in May 1988 as an independent wing of the Department of Education. It consists of a Council and an Executive Committee and a Project Approval Committee.
- The NLMA functions as a Secretariat of National Literacy Mission and the outlay under the Scheme is to meet the office expenses, organising workshops, funding studies, etc.
- Under the Ninth Plan, expenditure on foreign travel of officers/experts in the field of Adult Education is supposed to be made from this Scheme.
- The modernisation of office is proposed to be undertaken under this Scheme. The NLM also proposes to set up a library during the Ninth Plan.
- Proposed outlay for the Ninth Plan is Rs.10 crores.

CHAPTER - XIII

NATIONAL INSTITUTE OF ADULT EDUCATION

- National Institute of Adult Education (NIAE), was established on 1.1.1991 as an Autonomous organisation under the Societies Registration Act, 1860 to act as a National level Resource Agency to provide technical and resource support to the National Literacy Mission (NLM) in implementation of all adult education programmes.
- The NIAE was expected to have functional autonomy. NIAE expected to have an integrated relationship with NLMA and function under the overall guidance of the Council of NLMA.
- The institute could not be strengthened during the VIII plan in view of the decision of the Government to functionally merge the NIAE with DAE.
- The writ petition was dismissed based on the stand taken by the Government that no decision has been taken to wind up the NIAE.
- An expert Group constituted by the Executive Committee of NIAE submitted its report with the recommendation for continuation of NIAE as a separate entity in view of the challenges of the present Adult Education Programme.
- In view of the proposed thrust on new initiatives like equivalency programme, skill upgradation programme, preparation of literature, research studies, etc.; there is a need to strengthen the NIAE.
- An amount of Rs. 50.00 crores has been proposed during the Ninth plan.

CHAPTER - XIV

CULTURAL EXCHANGE PROGRAMME

- The Cultural Exchange Programme is an ongoing scheme to facilitate information sharing between administrators, field functionaries etc. of two different countries through visits by delegations of both countries as well as exchange of books and publications.
- An amount of Rs.1 crore is proposed for the Scheme.

CHAPTER - XV

TECHNOLOGY DEMONSTRATION

- The Scheme of Technology Demonstration was launched under the National Literacy Mission with the objective of harnessing the findings of scientific and technological research for improving the pace and quality of the Adult Education Programme.
- As the earlier approach of establishing Adult Education Centres has been given up and in its place volunteer-based mass campaign approach has been adopted as the principal strategy for implementation of literacy programmes, there is no scope for this scheme under the present pattern.
- However, during the Ninth Plan, it is proposed to continue this scheme in the Continuing Education Centres under Continuing Education Programme for neo-literates. A provision of Rs.5.00 crores is suggested for the scheme during the Ninth Plan.

TOTAL NINTH PLAN OUTLAY PROPOSED FOR ADULT EDUCATION

(Rs. in Crores)

<i>Scheme</i>	<i>Amount</i>
Special projects for eradication of illiteracy	1300.00
Continuing education	1638.00
Strengthening of Administrative Structures	140.00
Rural functional literacy projects	5.00
Assistance to Voluntary Agencies	200.00
Shramik Vidya peeths	180.00
Directorate of Adult Education	125.00
New Scheme - Literacy through institutions of higher education	5.00
New Scheme - Literacy Activists Exchange Programme	5.00
National Literacy Mission Authority	10.00
National Institute of Adult Education	50.00
Cultural Exchange Programme	1.00
Technology Demonstration	5.00
Total	3664.00



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GOVERNMENT OF INDIA
PLANNING COMMISSION
(EDUCATION DIVISION)

YOJANA BHAVAN,
SANSAD MARG,
NEW DELHI -110 001.

DATED THE JAN. 22, 1995.

ORDER

Subject:- *Constitution of the Working Group on Adult Education for the formulation of 9th Five Year Plan -1997-2002.*

1. In the context of the formulation of the 9th Five Year Plan 1997-2002 it has been decided to set up a Working Group on Adult Education under the Deptt. of Education Ministry of Human Resource Development.
2. The composition of the Working Group may be seen in Annexure I.
3. The terms of Reference of the Working Group may be seen in Annexure II.
4. The Chairman of the Working Group, if deemed necessary, may constitute sub-groups and/or may co-opt additional members. However, convenor the Working Group should concurrently keep Education Division of the Planning Commission informed about the same.
5. The Working Group will finalise its report on 31st May, 1996.
6. The expenditure on TA/DA etc. of official members in connection with the meetings of the Working Group will be borne by the parent department/ministry/organisation to which the member belongs, Non-official members will be entitled to TA/DA as admissible to Grade I officers of the Govt. of India and this expenditure will be borne by the Convenor Department.

sd/-

(Gurjit Kaur)

Director (Administration)

Copy to: Chairman and Members of the Working Group on Adult Education.

Copy also to:

1. P.S. to Dy. Chairman, Plg. Commission
2. P.S. to MOS (P&PI)
3. P.Ss. to all Members, Plg. Commission
4. P.S. to Member-Secy., Plg. Commission
5. P.S. to Spl. Secretary, Plg. Commission
6. P.S. to Secretary (Expdr.), Dept. of Expenditure, Ministry of Finance, North Block, New Delhi.
7. P.S. to Secretary (Home). Dept. of Home, Ministry of Home Affairs, North Block, New Delhi.
8. All Heads of Divisions, Plg. Commission
9. IFA Unit, Plg. Commission
10. Admn./Accounts/Gen.Branches, Plg. Commission
11. Under Secretary (Admn.), Plg. Commission.
12. Information Officer, Plg. Commission
13. Library, Plg. Commission
14. P.C. Division, Plg. Commission
15. P.S. to Director (Admn.), Plg. commission

sd/- 25.1.96

(Gurjot Kaur)

Director (Administration)

ANNEXURE I

LIST OF MEMBERS OF THE WORKING GROUP ON ADULT EDUCATION 9TH FIVE YEAR PLAN

WORKING GROUP ON ADULT EDUCATION

1. **Prof. Ram Lal Brikh** Chairman
Vice Chancellor
Gujarat Vidyapeeth
2. **Shri P.R. Dasgupta** Member
Secretary Education
Deptt. of Education
MHRD.
3. **Dr. Lakshmi Dhar Mishra** Member
Addl. Chief Secretary
Govt. of Oriss
Bhubaneswar
4. **Shri N. Gopalawami** Member
Adviser Education
Planning Commission
New Delhi.
5. **Dr. Poromesh Charya** Member
Indian Institute of Management
Diamond Harbour Road,
Joka, P.O. Bo: 167567.
6. **Shri Satyen Mitra** Member
Director,
State Resource Centre
Bengal Social Service League
Calcutta-70009.
7. **Dr. S.Y. Shah,** Member
Deptt. of Adul & Continuing Edn.
Jawaharlal Nehru University
New Delhi-110067.

8. **Smt. Anita Dighe** **Member**
Senior Fellow
National Institute of Adult Edn.
New Delhi.
9. **Dr. Rajeshwar Mishra** **Member**
Associate Professor
A.N. Sinha Institute of Social Studies
Patna-800 001.
10. **Dr. S.K. Kejriwal** **Member**
Director
Deptt. of Adult Education
University of Pune
Pune (Maharashtra)
11. **Prof. Arun Ghosh** **Member**
Flat No.78, SFS,
Munirka Enclave,
New Delhi-67.
12. **Shri Mushtaq Ahmed** **Member**
Gole Kothi,
Zakir Nagar,
New Delhi.
13. **Shri Vinod Raina** **Member**
Eklavya,
E.1/208, Arera Colony
Bhopal.
14. **Shri Anil Sinha** **Member**
Executive Director
NIEPA
17-B, Aurobindo Marg,
New Delhi.
15. **Smt. Lalita Ram Das** **Member**
Delhi Saksharata Samiti
New Delhi-110 013.
16. **Dr. V.P. Garg** **Member**
Joint Adviser (Edn.)
Planning Commission
New Delhi.

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|-----|--|--------|
| 17. | Dr. Ranjana Kmari
Director,
Centre for Social Research
C-4/68 SDA (F)
New Delhi-16. | Member |
| 18. | Dr. R.N. Srivastava
Prog. of Linguistics
Deptt. of Languages,
Delhi University. | Member |
| 19. | Shri Tarlok Singh,
110, Sunder Nagar,
New Delhi-11003. | Member |
| 20. | Prof. M. Mukhopadhyaya
Chairman
National Open School
New Delhi. | Member |
| 21. | Ms. Usha Sharma,
Director,
Directorate of Adult Education
Jaipur, Rajasthan. | Member |
| 22. | Ms. S. Lakshmi
Director,
NFE and AE,
Tamil Nadu. | Member |
| 23. | Shri M.P. Paraswaran,
B.G.V.S.,
New Delhi. | Member |
| 24. | Shri Alok Ranjan
Education Secretary
Govt. of UP
Lucknow. | Member |
| 25. | Secretary (Education)
Govt. of Arunachal Pradesh,
Itanagar. | Member |
| 26. | Director
Adult Education,
Assam. | Member |

- | | | |
|-----|--|------------------------|
| 27. | Director,
Adult Education,
Orissa. | Member |
| 28. | Shri Vijay Prakash
Director,
Adult Education,
Bihar. | Member |
| 29. | Representative D.G.,
Doordarshan. | Member |
| 30. | Representative D.G.,
AIR | Member |
| 31. | Shri Bhaskar Chatterjee
D.G., NLM
Joint Secretary(Adult Fdn.)
Deptt. of Education. | Member Convenor |

INVITEES

- | | | |
|-----|---|------------------------|
| 32. | Director(Adult Education)
Ministry of HRD,
Deptt. of Education,
Shastri Bhavan,
New Delhi. | |
| 33. | Ms. Promila Yadava
Sr. Research Officer(Edn.)
Planning Commission. | Liaison Officer |

ANNEXURE II

ADULT EDUCATION

1. To review the status of adult education and to provide the focus for the development perspective for adult education for the Ninth five Year Plan period.
2. To make suggestions for the future direction of the programme including its expansion and qualitative upgradation in terms of standards, facilities and attainments and with special reference to the backward States/regions/districts.
3. To suggest measures to create effective linkage of adult education with the development perspective of the sectors like rural development, environment, health, agriculture.
4. To suggest measures for the development of an effective system of adult education harnessing efficiently the modern communication technologies with a view to providing most effective elementary education.
5. To examine critically -
 - ① the resource requirement under different activities/programmes in adult education.
 - ② the ways and means for a more active participation of the community/NGOs for the effective implementation of the adult education.
 - ③ the ways and means for involving the Panchayati Raj Institutions at the village taluk/Block and
 - ④ district levels for the municipal bodies in the urban areas with a view to attaining the goal of universalisation of adult education.