

PERSPECTIVE PLAN
ON
ADULT EDUCATION
FOR THE
VIII FIVE YEAR PLAN



MINISTRY OF HUMAN RESOURCE DEVELOPMENT
DEPARTMENT OF EDUCATION
GOVERNMENT OF INDIA
NEW DELHI



C O N T E N T S

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Chapter 1

HISTORICAL BACKGROUND

The Perspective of Universalisation of Literacy:

The people of India have had a long and abiding commitment to literacy and learning. Unfortunately, however, during the two centuries of colonial subjugation, education which is a basic human right and fundamental to socio-political awakening of the masses did not receive adequate state support. The country which was once the cradle of civilisation and culture had the dubious distinction of having hardly 5% literates in 1901. Sri Dadabhai Naoroji, the veteran freedom fighter was the first to put forth the demand for universalisation of literacy before the Indian Commission on Education in 1882, but the plea went unheeded. Yet another distinguished freedom fighter-Sri Gopal Krishna Gokhale made a fervent but unsuccessful appeal before the Imperial Legislative Council in 1910 and 1912. The public demand for free and compulsory primary education, however, continued to grow. In 1937, Mahatma Gandhi put forth his scheme of basic education under which education of 7 to 8 years duration was to be provided for all children. This content was built around socially productive useful work. The proposal which was the first indigenous effort to develop a national pattern of education was endorsed by the Wardha Education Conference but not by the then Imperial Government. The proposition that it is the obligation of the State to provide free and compulsory basic education to all children in the age group of 6 to 14 years had to wait for its acceptance till 1944 when Sir John Sergeant, the then Education Advisor to the Governor General of India formulated a plan to this effect which is known as Sergeant Plan.

- II. The Sergeant Plan had envisaged accomplishment of the goal of free and compulsory basic education to all children in the age group of 6 to 14 years over a period of 40 years.

- III. The nationalists while accepting the programme of universal compulsory and free basic education had reduced the time span from 40 to 16 years.
- IV. This is what came to be reflected as one of the principal obligations of the State in Article 45 of the Constitution of India. 'The State shall endeavour to provide, within a period of ten years from the Commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years'.
- V. Since then we have all along perceived and treated universalisation of elementary education, non-formal education for school dropouts and for those who did not have the opportunity to go to school in the age-group of 6 to 14 and 15 to 35 years and continuing education for development as integral parts of a larger syndrome, as mutually supportive and inter-dependent and one reinforcing the other. It is most heartening to note that there has been no dearth of political and national commitment to all the 3 components of a larger plan for eradication of illiteracy. This has been evident in increase in the number of educational institutions (Primary Upper Primary, Secondary and Higher Secondary), increase in number of teachers, increase in the gross enrolment of the number of students as also increase in the overall outlay in elementary, primary and non-formal education. Illustratively, the primary schools increased from 2,09,671 in 1950-51 to 5,37,399 in 1986-87 (an increase of 156%). During the same period, the number of middle schools increased from 13,596 to 1,37,196 (more than ten-fold increase). The number of teachers increased from 5,37,918 in 1950-51 to 15,22,108 in 1986-87 at the primary level and from 85,496 in 1950-51 to 9,79,073 in 1986-87 at the middle level. Equally impressive has been the progress achieved in the

enrolment of children. Illustratively, the total enrolment in Classes I to V increased from 19.1 million in 1950-51 to 89.9 million in 1986-87. The gross enrolment ratio at the primary stage registered increase from 42.6 to 95.6 during the period 1950-51 to 1986-87. The increase in enrolment in rural areas and of children belonging to the disadvantaged sections of the society has also been appreciable. In terms of outlay, there has been a massive increase from Rs.93 crores in 1951-56 to Rs.1900 crores in 1980-85.

VI. Expansion of educational facilities for elementary, primary, upper primary and secondary education and equality of access in the matter of educational opportunities have been the hall-marks of our planned educational development since independence. The question, therefore, arises as to why despite such massive increase in coverage, we continue to talk of illiteracy in general and adult illiteracy in particular?

VII. There is not one but a host of factors which can be attributed to failure in achievement of the goal of universalisation of elementary education leading to progressive increase in the number of the illiterate in all age groups and in the adult age group (15-35).

- high drop out rates (as high as 52 in I to VI and 72 in I to VII in 1981-82) neutralising the gains in gross enrolment ratio.
- Illiteracy of parents contributing to low motivation.
- Acute poverty of human resources in rural areas,
- both economic and mental, contributing to lack of appreciation of importance of education as a tool of human resource development.

- Education in a formal system being theoretical is unrelated to the needs of life of the people and leads to lack of interest or a generally indifferent attitude of parents.
- Phenomenon of large number of working children supplementing the income of their parents which, in turn, contribute to the reluctance of parents to send working children to the school.
- Long distance of schools from the human habitations and other locational disadvantages responsible for denial of educational opportunity for girls.
- Feudal structure of the society and conservative attitude of parents in the middle and lower-middle classes leading to early marriage of girls and their consequential denial of educational opportunities.
- Rigidity of the formal system which makes the process mechanical and somewhat alien from the habitat, life style and psyche of the people.
- Lack of training of large number of teachers in both primary and middle schools, unsatisfactory teacher-pupil ratio, lack of good quality and adequate teaching learning materials and equipments contribute to demotivation of teachers and students.
- Difficulty in getting teachers to accept postings in remote/backward areas resulting in vacancy of teachers.
- Wilful absentecism of teachers leading to demotivation of parents and pupils.
- Negligence of vocational component in education resulting in children not acquiring any useful/productive skills and also contributing to lack of confidence of parents in the system.

VIII. The environmental, infrastructural, management, pedagogy and training related problems and constraints in

the universalisation of elementary education as depicted in the preceding paragraphs have been identified from time to time and corrective measures have been provided to improve the quality of learning, increase motivation of teachers and pupils, arrest the high drop-out rates and prevent relapse of neo-literates into illiteracy. The New Education Policy, 1986 and the Programme of Action formulated thereunder have provided a new sense of direction in all these areas. The corrective measures which are being provided are:

- 'OPERATION BLACKBOARD' is intended to effect an improvement in physical facilities in all primary schools.
- A revised and expanded programme of non-formal education for school drop-outs, children from habitation without schools, working children and girls who cannot attend whole-day schools has been introduced.
- State Governments would undertake detailed school mapping exercises to ensure that all habitations with a minimum population of 200 are provided a primary school within the VII Plan.
- Micro-planning on a familywise and child-wise design of action to ensure that every child regularly attends school or non-formal education centres and completes atleast 5 years of schooling or its equivalent at the Nonformal Education Centres.
- HRD of teachers by training and continuous education.
- A phased time-bound programme of elementary education for girls upto the primary stage by 1990, upto the elementary stage by 1995 and increasing women's access to vocational, technical and professional education.

- Cent Percent enrolment of SC/ST children, ensuring their retention leading to satisfactory completion of education and focussing on their educational development so as to bring them to a level equal to that of non SC/ST population.
- Reorganisation and improvement of management of education by setting up of State Advisory Schools Boards of Education, District Boards of Education and school complexes.
- Pre-eminence to people's involvement including association of non-governmental agencies, voluntary agencies, development agencies, parents, etc. with educational process at all levels.
- Articulation of a national system of education with a common structure and common core-curriculum, development of child centred learning strategies and activity oriented teaching methods, examination reform and introduction of comprehensive and continuous evaluation to improve the teaching learning process.
- Use of educational technology and modern communication technologies to increase awareness, motivation and participation in the development of education.

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Chapter 2

The Perspective of Adult Education:

The measures depicted in the preceding paragraph will undoubtedly arrest the rate of drop out, will help retention and would also prevent to a very large extent fresh accretion into the ranks of adult illiterates (15-35). To that extent, they are positive adjuncts of any perspective plan for eradication of illiteracy and for promotion of literacy in general.

These measures may not, however, substantially affect the status of approximately 100 million persons who are in 15-35 age group and who have remained illiterates. Illiteracy is not their making or volition but an accident, product of an unfortunate situation. They are illiterate today as they might have been deprived of the opportunity of going to school or might have dropped out of the formal system or even the non-formal system. They grow old to become adults but remain illiterate. An overwhelming percentage of them are women, are members of scheduled caste and scheduled tribe who live in rural areas. For no fault of theirs they have remained for long cut off from the national mainstream. They are mere passive spectators in development. They are otherwise intelligent and resourceful, often mature and sensible. They have the latent energy, creativity and a strong sixth sense but they do not have the access to the world of information through the print media and, therefore, they lack the means of conversion of their energy into resources and resources into strength. It is a sad commentary on the state of our awareness of and commitment to the need for and relevance of literacy that even after the laudable pronouncement made in the constitution, the recommendation of successive National Education Commission and launching of a Technology Mission for eradication of illiteracy, we continue the debate, 'Is literacy necessary?' 'Is it desirable?' 'Is it dispensable?' 'Do we have a society which values and prizes literacy?' Such questions appear to be totally unwarranted.

Research studies on human cognitive development have established that literacy enhances the critical faculties of the people and enables them to critically reflect on the existential reality of the situation in which they have been placed. It enhances their cognitive faculties. It promotes objectivity, capacity for clear perception, clear thought and logical analysis. It promotes a sense of history and helps to combine individuality with universalisation.

Literacy certainly includes reading, writing and arithmetic skills but it goes beyond alphabetisation. It is something deeper than mere mechanical skills of reading and writing. It frees us from the confines of pride and prejudice, ignorance and fads and directs our creative energies to flow unencumbered towards a search for and discovery of the true meaning of our existence. It is a kind of open sesame which enables people to overcome the handicap of their restricted lives and enter the wider world of information and culture.

By the turn of the Century, the number of illiterates in all age groups which is 437 million according to 1981 census, is likely to cross 500 million mark and the number of illiterates in the age group of 15+ is likely to reach the proximity of 300 million. This is on the basis of studies and projections made by the World Bank and UNESCO. What will be their place in society at a time when there will be tremendous flow of information of all kinds generated by advancement in science and technology and they will not have access to that information (through the print media)? What will be their place in history when there will be generation and flow of new skills (cognitive skills, life skills and communication skills) and they stand deprived of those skills and thereby cut off from the mainstream? Can we afford the disgrace of entering the twentyfirst

century with an army of 500 million unlettered persons who have no access to the world of information, communication and skills? Can we afford the unsavoury distinction of being the most unlettered nation in the world having the largest number of illiterates?

The answer is NO. There may be incorrigible optimists who may say SO WHAT? An illiterate is not to be dismissed in this fashion. He/she has as much knowledge, as much wisdom, as much ingenuity, rationality and sixth sense as any one of us. We may agree with them partly but we cannot derive comfort or consolation from this analysis any more. Eradication of illiteracy cannot be any longer a matter of speculation or chance but a matter of national conscience. It becomes a matter of deep anxiety and concern for all of us. It is this haunting of the conscience, this concern and sensitivity to the plight of millions who on account of illiteracy cannot be effective partners in a process of orderly progress and change that has prompted the National Government to launch a National Mission for eradication of illiteracy. That makes the programme an article of faith and commitment for the Government of the nation. The Mission is meant to take off people from a stage of stagnation, diffidence and isolation to a stage of participation, self-determination and self-help. The Mission is also a programme but unlike any other traditional programme, it has a different meaning, different message, different thrust, which is one of speed, quality and flexibility. Mission means that there is a clear objective, clear strategy, clear time frame and the necessary will and wherewithal to translate the objective into reality within the prescribed time frame. This time frame is almost co-terminus with the timespan of the Eighth Five Year Plan (1990-95).

CHAPTER III

Review of the Ongoing Programmes

The National Adult Education Programme was introduced on 2nd October 1978. Prior to this and in the late sixties and mid-seventies, we had introduced programmes for Farmers' Training and Functional Literacy Programmes, Workers' Education and Non-formal Education. These programmes had different components which were to be implemented by different Ministries/ Departments. The NAEP was in a sense continuation of the earlier efforts and in another sense a significant step further. For the first time, a sincere attempt was made to treat adult education as a National Programme, involving all sections of the society. The objective of the Programme was to cover within a period of five years (1979-80 to 1984-84) the entire illiterate population in 15-35 age group. The size of the illiterate population in this age group in 1976 was estimated to be about 100 million as against a total population of about 200 million in the age-group 15-35.

Strength of NAEP

Although the programme had to pass through several vicissitudes and suffer many a set back in the initial years, it is undisputed that during the last 10 years of its existence it has achieved many strides. For the first time, it proved that a project approach to programme which is non-formal and highly diffused is feasible. Like the community development programme in the fifties, it created a good infrastructure for adult education in rural areas. As on 31.3.89, we have about 3 lakh adult education centres being managed by 513 Rural Functional Literacy Projects, 350 State Adult Education Projects and 551 Voluntary Agencies spread over 32 States/UTs. As many as 3 million adult illiterates are being enrolled through these centres with a fairly good coverage of women, Scheduled Caste and Scheduled Tribe. During these years, we have through 18 State Resource Centres built up a fairly good academic and technical resource support to the adult and non-formal education programme.

Weakness of NAEP

Out of 8 million adult learners who are being enrolled in about 3 lakh adult education centres, nearly 40% of the learners drop out. Of the remaining 60% learners, nearly 20% relapse into illiteracy leaving barely 40% of the learners who could be said to have attained some level of literacy and numeracy though not the desired level. The factors which could be attributed to this unfortunate state of affairs may be listed as below:

(a) Absence of 'Area Approach'

The programme continues to be implemented in scattered locations as against a compact and contiguous area. Very often centres are shifted to a new area before accomplishing the object of complete eradication of illiteracy. This has two implications, namely-(i) The area is partially covered; (ii) The adult illiterates who are enrolled as learners in that area are left half-literate.

(b) Absence of the Culture of 'complete eradication of illiteracy in particular area within a prescribed time frame amongst the agencies and functionaries implementing the programme.'

The general impression one gets while interrogating the project functionaries in a particular area is that they are running 'x' number of projects and 'x' number of centres and enrolling 'x' number of adult learners. One, however, does not get a conclusive evidence that these centres are meant for complete eradication of illiteracy in a particular area and not for mere enrolment of learners. The culture of complete eradication of illiteracy is conspicuous by its absence.

(c) Survey and environment building.

The area is not surveyed properly before deciding the location of the centres. The survey, wherever, conducted, is half hearted and is looked upon as a tool of counting heads and not a tool of confidence building and community mobilisation, involving a good support.

Ordinarily literacy cannot be effectively imparted in a highly illiterate environment where the value of literacy usually is frowned upon. Environment building, therefore, becomes an absolute pre-requisite of launching the literacy programme. Very scant attention, however, has been paid in the past to environment building through use of traditional and non-traditional media before embarking on literacy promotion efforts.

(d) Selection of functionaries

Selection of functionaries such as instructors, supervisors/Preraks has often been dictated by local considerations and not entirely by consideration of merit.

(e) Training

Hitherto, the methodology of training of functionaries has been formal, dogmatic and essentially a chalk and talk affair which is least participative. The instructors continue to be trained by supervisors and POs who themselves have not been effectively trained as trainers. The Preraks and supervisors are government and semi-government functionaries while the instructor is a part time voluntary worker. Quite apart from the heavy backlog of training, recurrent training was found to be conspicuous by its absence.

(f) Integration and coordination

The adult education programme continues to be implemented largely in isolation. Neither the Village Community nor the development functionaries feel naturally and spontaneously involved in the programme. They look upon it as a departmental programme and not a programme which is key to the success of their own programme.

(g) Absence of a sound management system

There is invariably a gap between opening of adult education centre and making available the teaching learning materials. This makes the centre non-functional and leads to avoidable waste.

The lighting arrangement in night centres are not ~~light~~ on account of the poor quality of lantern and non-availability of K.Oil in time.

The honorarium of the instructor is not disbursed in time due to delay in transfer of the sanctioned amount by the State Government from the consolidated fund to the projects.

Feedback about actual running of the centres is not received in time and the accuracy of such report, wherever received, is not further cross-checked by regular supervision and inspection.

The evaluation of learning outcome is seldom conducted in a mann-er which can be said to be objective, non-threatening and which promotes motivation of the learners.

(h) Post literacy and Continuing Education

In the NAEP no effective linkage between basic literacy and post literacy & continuing education was provided. In the absence of this adult learners invariably found it difficult to retain the skill of literacy and numeracy acquired by them.

(i) Mass media and communication

Mass media(both, traditional and non-traditional) has not played an effective role in giving wide publicity about the need for and relevance of literacy as an input of development. This has two implications, namely - (1) Creation of right type of environment through media support has not happened; and (2) Selling literacy as a product through attractive software package has also not happened.

What is expected of NLM ?

Against the above background, NLM would have to make an earnest, bold and determined effort to correct some of these deficiencies and constraints - environmental, infrastructural, pedagogic, management and training related and so on. It is expected to be an improved version of the on-going programme where new structures will be created while ensuring optimum utilisation of the existing infrastructure. New structures, like National Literacy Mission Authority and State Literacy Mission

Authority, National Media Coordination Committee, Jana Shikshan Nilayam etc. have already been created and others like National Institute of Adult Education, District Board of Education, District Resource Unit, Village Education Committee (VEC) are in the process of being created and institutionalised. To elaborate, the adult education centre will continue to be the basic unit of the programme but improvement could be effected in location of the centre, in making it better lighted and ventilated and in providing certain basic facilities and amenities for motivation of women and other learners belonging to the disadvantaged sections of the society. The quality of teaching can be improved by supplying better quality of blackboards, rollerboards, slates, chalks, pencils, dusters, erasers, etc. The quality of basic instructional materials can be improved upon and learning can be made more lively and interesting by well-illustrated charts, maps, globes, posters, etc. By imparting literacy in spoken language, which was the accepted policy in NAEP and which has been reaffirmed in NLM, the lessons should be clearer and more intelligible on the one hand and a bridge between the spoken language, the regional language and the national mainstream could be established on the other. Through adoption of rapid literacy learning techniques the duration of learning could be reduced, motivation of the learner highlighted and sustained and a wider coverage of learners ensured within less time and cost. Within the broad parameters of NLM as spelt out above, the following specific recommendations could be considered for implementation during the 8th Five Year Plan:

- When a project is sanctioned in favour of an agency, it should be area specific, i.e., it should be known by the name of the village or panchayat or panchayat samiti or even a district and not by the terminology of 'x' number of AECs. An area approach in the context of National Literacy Mission would mean a project aimed at complete eradication of illiteracy in the area in question. The area approach could be relevant for both Centre Based Programme as well as the Mass Volunteer Based Programme. Whatever may be the area of operation, it should be close, compact and contiguous. The number of adult education centres in the Centre Based model

should be incidental to the area (according to the requirement) but should not be used to describe the area as such.

- The next important step could be micro planning or operationalisation of the area approach. This can be divided into 3 broad heads, namely:
 - (I) Universal access.
 - (II) Universal participation.
 - (III) Universal attainment.

Universal access means that every family for its illiterate adults has access to an AEC or to the MPFL.

Universal participation means that all illiterate adults in a village can be enrolled in the AEC(s) set up for that village or area entrusted to a volunteer in the MPFL without dropping out in the midstream of learning.

Universal attainment means that all illiterate adults who attend the AEC or the MPFL and participate in the learning process attain atleast the minimum pre-determined levels of learning laid down within a prescribed duration.

It is not necessary to be overly obsessed with the duration of learning as long as the pre-determined level of literacy and numeracy continue to be achieved even with a reduced duration but with an improved pace and effectiveness.

Operational Process:

It is expected that the Village Education Committee (VEC) in consultation with the local level management structures will critically examine the suggestions given above and will develop its own strategy based on the micro level problems, needs and expectations.

Planning for universal access and participation will involve the following measures:

- Family should be the basic unit in any literacy programme.
 - The extent of literacy/illiteracy or literate/illiterate status of every adult member of the family should be determined through household surveys.
 - Survey does not mean mere counting of heads but actual selection of the adult-would-be learners who would be participating in the programme.
 - Such survey has to be undertaken by the Primary School teacher with the AE instructor, if any, and members of the VEC.
 - The survey would involve discussion more than once if necessary, with the head of the family and other elders in the family on the following themes:
 - * Did the adults receive education at the school going age or did they drop out of the school system at some stage or the other ?.
 - * How do they perceive the need for and relevance of literacy?
 - * What are the difficulties or limitations they visualise for not being able to attend the AEC ?
- On the basis of the survey conducted a plan should be prepared (i) To mobilise and bring all illiterate adults to the AEC for enrolment (ii) To ensure that all adults actively and regularly participate in the adult education programme.
- - As an essential part of their duty, members of the Village Education Committee, the Dais (midwives) and other community workers, primary school teachers, AE and NFE instructors must be utilised as tools of mobilisation. They must approach the families to ensure enrolment, regularity of attendance and retention of adult learners in the AEC. After

identifying the adult illiterates through the survey and preparing the list of such persons for their enrolment in the programme, area maps indicating (a) location of AECs (b) cluster of villages which will be covered by the programme, and (c) location of the JSN which will cover these clusters should be prepared.

The purpose of this exercise is to ensure that (a) adult education activity does not come to a standstill after imparting of literacy through the AECs (b) that each AEC becomes a mini JSN or sub-centre of the JSN where post-literacy and continuing education activities could be carried on, and (c) the instructor of the AEC with the help of volunteers (Village youth) keeps alive certain activities which are essential for continuation and reinforcement of skills acquired at the basic literacy stage.

Through this approach it should be possible to convert the existing project approach into a mass approach and transform the instructor from a mere animator to a mass mobiliser. The instructor will have to be suitably remunerated for attending to this task of mass mobilisation and to keep the adult education activities alive in the village even after the literacy programmes have come to a close.

Learning Achievement.

A more detailed treatment in respect of learning achievement has been given in the chapter on 'Evaluation of Learning Outcome'. It must be emphasized and re-emphasized that what are looking forward to in the Mission is not mere enrolment but attainment of certain predetermined literacy norms by the learners (as laid down in the NLM document). This would involve the following measures to be taken care of in the action plan:-

- Introducing suitable orientation and training for the instructor, the Prerak, members of the VEC, village teachers etc. in the new process of evaluation of learning outcome (both formative and summative).

Introducing a system of certification on the basis of test reports of the learners.

fo Universalisation of attainment would also imply the following measures which need to be incorporated into the action plan:-

- Making available the teaching learning materials to the learners in time.
- Ensuring adequate lighting arrangement.
- Ensuring disbursement of honorarium of the instructor in time.

The following possibilities could be explored to ensure the above:

- The branches of nationalised banks could be authorised to disburse honorarium to the functionaries in time as also to ensure purchase of lantern and K.Oil in time through fixing of a cash credit accommodation for every project.
- Direct release of funds to VAs which could be got registered at district level for each project. The SRCs could be authorised to appoint selling agents for timely distribution of teaching learning materials on a commission basis (5 to 10 per cent, as may be considered reasonable).
- Alternative firm arrangements for storage of teaching learning materials at the district level to be made to facilitate delivery to the AECs through the projects.

Yet another important aspect in the area 'Operational Plan' is injecting the culture of complete eradication of illiteracy into the psyche of all functionaries of adult education. We are in a Mission which no longer speaks in terms of enrolment but in terms of making a prescribed number of persons literate within a prescribed time span. In order that this art and culture of complete eradication illiteracy in respect of a particular area within a prescribed time span is injected into the psyche and imagination of all those who are concerned with implementation

of the adult education programme, the following specific measures are called for.

- Accountability through performance of the contract by results i.e in terms of number of persons being made literate.
- Such accountability to be ensured by the VEC and other local management structures through regular dialogue, discussion with the functionaries and overseeing of the programme by inspection.
- Subjecting of reports which are received from the field to a close scrutiny and cross-verification.

Strengthening of Administrative Structure:

Hitherto adult education has been given a very low priority by the State/UTs. Except West Bengal, no other State has set up a separate Department of Mass Education and Extension. In many States, adult education is still a part of the Directorate of School Education and Director, Adult Education is subordinate to the Director, School Education in regard to selection of personnel, their transfer and posting and purchase of tools and equipment. She/he has hardly any functional autonomy so essential for a State Mission Director. The following administrative changes are, therefore, proposed to be implemented with immediate effect and also during the 8th Plan period:-

- (a) The existing apparatus at the State, district and project level for administration of the adult education programme has been reviewed and revised and the revised scheme with detailed guidelines have been communicated to all concerned States/UTs. These are, however, yet to be adopted and implemented fully. This will have to be ensured in order that the programme gets a filip during the 8th Plan period.
- (b) The Director, Adult Education should be appointed as the State Mission Director. He should be declared a major Head of the Department and should be delegated with sufficient administrative and financial powers and full functional autonomy necessary to discharge his duties.

Wherever necessary, ex-officio secretariat status may also be conferred on him to ensure smooth flow of papers and to accelerate the decision making process.

- (c) The State Mission Director should have full say in selection, training, transfer and posting of the adult education personnel (instead of looking upto the Director, Higher Education or Director, Secondary Education as now in some States).
- (d) Special selection procedures should be adopted with a continuous search for talent and commitment to the programme. Selection Committee under the chairmanship of State Education Secretary or Director, Adult Education, as the case may be, should be set up and the entire process should be completed within a fixed time schedule. Such personnel should be selected as have the intelligence, imagination, ingenuity, organisation skill, insight and commitment to the programme. They should be clearly told that they would be allowed to continue as long as they continue their commitment to the programme and that they will not be allowed to stay in the programme as long as they don't have such commitment.
- (e) In such cases (tribal areas, backward areas and remote inaccessible areas) where persons with lesser educational qualification will have to be selected (on account of dearth of qualified personnel) arrangement for continuing education of such persons will have to be made.
- (f) Continuity of personnel doing good work with sincerity and devotion should be the hallmark of any sound personnel policy. If officials on deputation from other departments are selected to work in the field of adult education, they should be given the benefit of promotion as and when the same is due to them in their parent department without hesitation. This should be in keeping with the principle of recognition of and incentive for talent and good work.
- (g) Training of adult education functionaries at all levels has suffered in the past. The backlog of training should be correctly identified, talented resource persons should

be identified at the grassroot level and the SRC and a schedule for training and retraining of all the functionaries be drawn up. For this purpose, well-visualised and well illustrated training modules for different functionaries be got ready and training be imparted in a fully participative methodology.

(h) Adult Education is a nonformal programme and there can hardly be a rigid pattern about location of the AECs or selection of clientele. Both will have to be kept open and flexible. Keeping the goal of social and national integration based on emotional integration in view, it will be desirable if learners drawn from all sections of the society are allowed to learn together. The Sarpanch, Panchayat members and all elders of the village community should be persuaded to accept the culture of participative learning and make such a system possible by which all learners, irrespective of caste, creed and religion can learn together. If it is found difficult to institutionalise such a system separate literacy and learning centres may be organised for members of SC community in their own Basti.

(i) Regardless of one common location or separate location of literacy centre for different sections of the community, the content of learning should be of direct interest and relevance to the day to day lives of the learner. It should be a total departure from the alphabet oriented learning as is followed for children.

(j) The programme of literacy and learning should be so organised that it provides a tool of people's participation in national development. To accomplish this, the teaching methodology will have to be entirely unorthodox and non-conventional, fully participative and something which promotes interaction, articulation and total unfolding of learners' selves.

(k) Integration of adult education with other development programmes is imperative but such integration can be established by (a) exchange of visits (b) exchange of personnel and their participation in the training programmes; and (c) exchange of materials. Such integration cannot understandably come through mere issue of instructions and directions. It must come naturally and

~~spontaneously from~~ the development functionaries themselves and through a process of their orientation and training which can produce necessary attitudinal change. Such an integration will also be possible with the realisation that it is mutually beneficial.

- (i) The adult education centre can be effectively converted into a Centre of convergence of various development functionaries as also a focal point for delivering the benefits to various development programmes in general and anti-poverty programmes in particular. In other words, functionaries of different development departments should utilise the AECs and JSNs for identification of beneficiaries for conducting simple and short duration training and for providing necessary guidance and support to the beneficiaries to their advantage.
- (m) The most important point to remember for both the organisers of the programme as well as the learners is that literacy and numeracy need not be the beginning nor the end of the programme. The programme should be directed to promote an awareness of the small family norm, protection and conservation of environment, a secular and scientific temper in a manner which contributes to the overall quality of life of the learner. These issues which are also values of national concern should be integrated into the teaching learning materials, training curriculum and methodology and evaluation of learning outcome.

Chapter IV

Environment Building and Mass Mobilisation
for Eradication of Illiteracy - A Campaign
Approach

As would be evident from the preceding paragraph, the impact of the National Adult Education Programme in terms of imparting an effective level of literacy to a sizeable number of persons has not been appreciable. Even now, i.e. ten years after the programme has been in operation, 244 districts* are having literacy rate below the national level and 208 districts* are having a female literacy rate below 20%. The duration of learning under the ongoing programme has been found to be unduly long i.e. 8 months of basic literacy and 4 months of follow-up. This increases the per learner cost, the interest of the learner starts waning after sometime and consequently the coverage comes down and the investment in the entire process does not yield the desired return. At the present rate of achievement, it would take not less than fifty years for complete eradication of illiteracy. Evidently, we cannot wait for such a long interregnum which has many undesirable consequences - social, economic and political. Besides, there would have been fresh accretion into the ranks of adult illiterates and all our planning and efforts would have been overtaken by the population explosion.

It is, imperative, therefore, that we design alternative systems, methods and strategies to achieve better results in a shorter timespan. Such alternatives could be listed as :

- (a) go in for a mass mobilisation/campaign approach.
- (b) create a different type of teaching/learning environment; and
- (c) shorten the duration and quicken the pace of learning and improve the overall quality of learning to achieve better retention and application.

*Excluding Assam

scale of 2,00,000 student volunteers in 1986, the involvement of students was targeted to be 3.5 lakh NSS, 1.5 lakh Non-NSS and 0.75 lakh Cadets in 1988-89.

Components of the Scheme :

- Motivation and mobilisation of student volunteers.
- Identification of capable and committed student volunteers.
- Identification of illiterate persons (15-35) by conducting random sample survey in a compact area and earmarking the area to a group of students.
- Training of master trainers by the SRC such as, Programme Coordinators/Programme Officers of NSS, Senior Lecturers for Non-NSS and NCC.
- Training of student volunteers by the master trainers.
- Production and distribution of teaching learning materials i.e. Literacy Kits by the State Resource Centre to the volunteers.
- Mobilisation and enrolment of learners in the area earmarked for the volunteers and imparting of functional literacy to them during the hours convenient to them. (Total duration of each course being 150 hours.)
- Monitoring the programme by the Programme Coordinators and District Adult Education Officers.
- Coordination with other departments/agencies who will be concerned with implementation of Mass Programme of Functional Literacy.
- Media support to the programme.

Distribution of certificates to the student volunteers and learners on successful completion of the course.

Arrangements for post literacy and continuing education activities for neo-literates.

Evaluation of the impact of the programme through SRCs and institutions of social science and research.

Experience of implementation of Mass Programme of Functional Literacy (with involvement of Students)

During the last three years since the programme was introduced, it has been evaluated by two major State Resource Centres namely Rajasthan and Madhya Pradesh. The strength and weaknesses of the Programme emanating from these evaluation studies could be listed as below:

Strength:

- Progressive increase in the number of volunteers.
- Completion of preparations in time.
- Production of good quality kits and their timely distribution to volunteers.
- The programme being implemented at places with lot of sincerity and enthusiasm.
- The programme helping at places in launching campaigns for cleanliness, protection of environment and other items of constructive work.

Weaknesses:

- Majority of the volunteers being boys with very few girls whereas majority of the illiterates are women.
- Duration of training short and content inadequate. Training of student volunteers by master trainers found most deficient.

- Clash between training schedule and timing of the examination.
- Motivation of the adult learner found difficult due to advanced age, hard manual labour for the whole day, lack of leisure and freedom etc.
- Irregular participation of the learner in the programme due to poverty, drought and acute scarcity conditions, difficult socio-cultural environment based on the Purdah system, lack of space for learning, change of place of adults due to migration etc.
- Avoidable duplication in enrolment of learners (in both, centre based programme and MPFL).
- Large number of kits lying unutilised in the universities. No proper planning about actual requirement of kits prior to indenting.
- Absence of linkage of the programme with development activities in a particular area.

In the light of the deficiencies and shortcomings pointed out in the review reports and also keeping in view the need for large scale mobilisation and involvement of student volunteers, the following revised strategy deserves consideration and implementation during the 8th Plan period :-

- (i) There are at present approximately 4 million students at the university and college level and 14 million students in schools (class IX to XII). Of them, a very small percentage (0.8 million) is involved in social work (22 items including literacy) through the National Service Scheme at the university and college level. The remaining students who belong to the Non-NSS category, are not substantially involved. This involvement is also on a purely voluntary basis and has not yielded appreciable results. The overwhelming majority of the school students have practically remained outside the purview of NLM except

in few States like Union Territory of Delhi, Rajasthan etc. Considering the magnitude of the problem of illiteracy, the limited area covered by the centre based programme, the heavy expenditure involved without any corresponding return from the said involvement and the gigantic task of covering a very large uncovered gap within a very short period (5 years), it is necessary to go in for a large volunteer based programme during the 3th Plan period. This would essentially imply two things, namely-

- a) compulsory mobilisation of all 18 million students at the university, college and school level and
- b) making imparting of literacy as an integral part of the curriculum (as is being initiated in West Bengal from April, 89). In operational terms, this would further imply the following:-

- A detailed Action Plan, both at the macro and micro level should be formulated involving the following components :-
 - a) Environment building;
 - b) Survey, selection of the area of operation & identification of clientele;
 - c) Identification of master trainers & volunteers;
 - d) Training;
 - e) Production & supply of literacy kits to the volunteers;
 - f) Actual imparting of literacy; and
 - g) Evaluation of learning outcome and monitoring.
- 20% of the total student strength of 18 million (from Class IX upwards) should be involved fully in the NLI during 1989-90 and the entire student community from class IX upwards should be involved during 1990-91.
- All implications of the above proposition should be clearly worked out and the message should be

widely disseminated through extensive use of media to inform the public opinion that such involvement is possible, is in the larger national interest and is capable of yielding the desired results.

- Organisations of teachers and students at all level- All India and States, should be consulted for their full involvement and participation in the programme.
- In order that such a large scale mobilisation and involvement of students at the university, college and school level becomes an effectively realisable proposition, the Action Plan, both at the macro and micro level should take care of the following:-

(i) Production & distribution of literacy kits

It is desirable that the requirement of literacy kits in different schools, colleges and universities for a particular year is correctly assessed in advance and is intimated to the SRC through the concerned State Literacy Mission Authority for production and supply. Under no circumstances, the kits should be produced in excess of the actual requirement.

In regard to the quality of the literacy kit, it is essential that this should be a small packet containing teaching learning material the proto-type of which has been designed on the new integrated technique adopted at the 10th Meeting of the Executive Committee of NLMA on 30th June, 89. Broadly speaking, the integrated technique involves the following :-

- Preparation of NIM primer in three parts to represent three different grades of learning.
- Integration of the technique and the agency of evaluation of learning outcome and the tools thereof.
- Improvement of the pace, content and quality of learning to motivation for better retention and application of literacy & numeracy skills by learners,

As a lot of time is involved in despatch of literacy kits by post, it may be desirable if the kits are despatched through distribution agents of the SRCs to ensure that they actually reach the student volunteers in time.

(ii) Identification of volunteers

This is an extremely difficult process and will have to be attended to with lot of imagination and care. This is more so on account of the fact that all adult learners are not endowed with the same expertise and skill. While some student volunteers are capable of imparting functional literacy, some others may be in a position to provide some support services. We are in need of services of both these categories of volunteers and, therefore, both these aspects should be attended to at the time of identification of the volunteers as also at the time of training.

(III) Training of Master Trainers

The State Resource Centres are required to organise a minimum One-day training of master trainers. Adequacy and effectiveness of this training should be reviewed and the duration increased, if necessary. Intimation about training of the master trainers should be sent sufficiently in advance to the universities/colleges concerned. To make the training more attractive and effective, electronic media should be utilised. The SRC should bring out separate training modules for master trainers as well as student volunteers in advance and also take the help of qualified resource persons for conducting such training.

(iv) Training of Student Volunteers

Since a large number of student volunteers are to be covered, it is imperative that a large number of resource persons are mobilised and involved in this training program in addition to the master trainers of the educational institutions. A detailed training schedule should be drawn

up for these volunteers by the respective educational institutions and it should be ensured that the training schedule does not clash with the examination schedule. Besides, since most of the student volunteers have reached the desired level of educational enrichment, the training should be imparted to them in a non-formal and flexible manner which is different from a class room lecture method. To make the training more attractive and effective, electronic media should be utilised.

(v) Identification of the Area of Work

The University Grants Commission has since circulated a set of detailed guidelines on adult, continuing education and extension programmes in universities and colleges in April, 1988. These guidelines have emphasised the need for an Area Approach in MPFL. While operationalising these guidelines, the student volunteers in urban based educational institutions should adopt a specific area of work. This area could be the village/villages around the educational institutions where the student volunteer studies or the neighbouring village of the volunteer. In identification of the area, the willingness of the volunteer to work in a particular area should always be kept in view.

After selection of the area, random sample survey should be conducted by the student volunteer himself to identify the number of illiterates (15-35 age group). It is important to have this profile of literacy and illiteracy in respect of specified areas so that monitoring of the actual pace and progress of learning at a later stage could be easier.

(vi) Identification of Adult Learners

Every student volunteer participating in the MPFL is required to identify on his/her own 1 to 5 learners in the vicinity. The learners may be his/her parents or other illiterate members of his/her family, neighbour, domestic

(xi) Evaluation of Learning Outcome

Evaluation of the learning outcome is to be conducted by using the same integrated technique as is being adopted for the centre based programme. The overall impact of the mobilisation and involvement of entire student community in NIM, however, get evaluated by any other independent or external evaluation agency including the State Resource Centres as has already been done in Rajasthan, Madhya Pradesh and Gujarat. The evaluation should confine itself to areas like (a) quality of literacy kits; (b) training of master trainers and volunteers; (c) implementation of the area approach; and (d) actual level of achievement attained by the learners.

(xii) Incentives to Teachers as well as Volunteers

Imparting of literacy to adult illiterates by itself should be one of the most satisfying experiences for the volunteer as well as teachers who are truly committed to this programme. Making the adult illiterate functionally literate is, therefore, the best reward of one's dedicated work. However, since the programme has to be conducted by the volunteer at the cost of his/her studies, it has got to be supervised by the teacher by sparing his valuable time, and it is necessary that we design a system by which more volunteers and teachers get encouraged to involve themselves in this process. The existing system of certification for the volunteer and the lack of any recognition of the efforts made by the teacher as a master trainer by way of advancement of career have been important demotivating factors. The University Grants Commission, which is in the process of designing a suitable system of institutional and individual incentives, may, therefore, keep the two important aspects in the mind. Additionally, in order that we promote a learning society which values and prizes literacy, the following specific measures are for consideration:-

- A quick appraisal/evaluation should be taken up by the State Directorate of Adult Education and State Resource Centre in which certain test checking could be carried out.
- Neo-literates should be given public recognition and certificates.
- Good and outstanding instructors, supervisors and POs should be awarded special prizes for their achievement in special functions to be held in different areas.
- JSNs should be provided in these Talukas/Villages which have been covered by the mass campaign on priority by both Central Govt. State Govt., UGC Employers, Trade Unions, VAs.
- School premises and libraries should be made accessible to neo-literates by a special order to be issued by the State Government.
- Good instructors, supervisors and other functionaries of the Project should be sent for inter-district and inter-state visits as an incentive for good work.
- Names of neo-literates should be announced on AIR, TV, Local regional and national newspapers alongwith that of other functionaries who have been doing good work.
- Features and stories in newspapers and other media by sending the correspondents to these villages and talking to the neo-literates, other community members and functionaries.
- Some neo-literates who are bright, communicative and articulate should be taken as motivators to arouse and awaken their illiterate brothers and sisters in different areas. Their experiences should be recorded on audio-video and used for motivating others.

- Films should be made on success stories involving both adult learners, neo-literates and functionaries which could be used as motivational and training films.
- Special development programmes in the villages made wholly or partly literate should be taken up in the literate villages to provide incentives to the community leaders for the achievement.

Centre based programme in the University System :

At present, 92 Universities have Department of Adult and Continuing Education which are implementing the centre based programme for quite some time. In all about 25,000 Adult Education Centres are reported to have been sanctioned in their favour by the University Grants Commission although it is not known as to how many of them are operational. In view of the proposed mass mobilisation and involvement of the entire student community at the school, college and University level and in view of the space of MPFL for inclusion of volunteers from other sections of the society, it may not be necessary to continue with the centre based programme in the Department of Adult & Continuing Education. Discontinuance of the centre based programme in the University system is also considered imperative on yet another strong ground. Unlike student instructors/animators/are employed in the centre based programme and who get Rs. 100/- honorarium per month, the NSS volunteers who are doing a commendable job, do not get any honorarium whatsoever. This causes lot of heart-burning and disaffection amongst the two sections of students who are doing the same work at the same time. Besides, there is frequent over-lapping and the same set of learners are reported to be enrolled by the centre based programme as also by the NSS volunteers of the universities. The centre based programme in the University system may, therefore, be dispenses with the centre-based programme to avoid this overlapping and also to remove the heart-burning of the two sections of the student volunteers working for the same cause.

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Mass Campaign Approach - Involvement of local self-government bodies and non-student volunteer groups.

Hitherto, the mass campaign programme has been focussed essentially through students-NSS, Non-NSS and NCC. An attempt has been made to involve diverse sections of the society both, government and non-government in this mass mobilisation campaign. The advantages of such an approach have already been discussed earlier and the mobilisation through Gujarat Vidyapeeth in Gujarat, Panchayati Raj Institutions in West Bengal, voluntary organisation in Karnataka, Shanti Ashram in Coimbatore and the Kerala Shashtra Sahitya Parishad in Ernakulam represent a strategy to harness all agencies into the fold of the Mission.

1. Literacy Programme through Panchayati Raj Institutions in 20 Blocks in West Bengal.

The West Bengal Govt. is undertaking a literacy programme in 20 blocks, which would later be extended to 1/3rd of the blocks in the State, through a totally unconventional approach under which payment Rs.50/- per volunteer would be made on the basis of number of persons made literate. The Government of India would assist in the implementation of this project in 10 blocks and the State Government would take up the responsibility in the other 10 blocks. Though this programme essentially relies on the RFLP Project structure, the vital different is that it is a systematic attempt to achieve results instead of more enrolment.

In the strategy worked out by the State Government the funds would be placed at the disposal of the Panchayati Raj Samitis. The Samities would arrange for conducting a thorough survey of illiterate persons through the Gram Panchayats under which it will identify all the learners proposed to be covered. The samitis and also the Gram Panchayats would simultaneously initiate motivational campaigns in the entire area through mass meeting to be addressed by local leaders, conduct film shows, jathas, folk entertainment, exhibition etc. A sub-Committee would be constituted by the Panchayat Samiti in

which the Sabhapati of the Samiti would be the Chairman and the local MLAs and other prominent members as the Members. Similar sub-Committees would be set up at the Gram Panchayat level to monitor and evaluate the implementation of the programme. The evaluation of the performance of the learners under each volunteer would be done by an independent committee which would consist of the headmasters, assistant headmasters and primary school teachers of government schools on the basis of the norms laid down in the NLM Document. A proper system of accountability would be established in which the District Collector is fully involved.

The programme is stated to be completed at the latest by March, 1991. The State Govt. has already identified the five districts viz. Murshidabad, Midnapore, Malda, Burdwan and Birbhum where the 20 blocks would be identified. It has commenced the work of undertaking the survey which is expected to be completed by May-June, 1989 after which the project would be formally commenced. Each block is expected to enrol 300 volunteers each of whom is expected to make 40 persons literate. The total number of persons expected to be made literate in the entire 20 blocks would be around 2.40 lakh. persons.

2. "Lead Kindly Light" (Operation Illiteracy Eradication in Ernakulam District:

An intensive campaign for total eradication of illiteracy within one year in Ernakulam district has been taken up by the Kerala Sastra Sahitya Parishad. Ernakulam district has one of the highest literacy rates in the country which is of the order of 76.80 per cent according to 1981 census. The present project envisages to make Ernakulam the first district in the country to achieve 100% literacy rate covering practically all age group particularly, 5-60 years. The project is a collaboration between government and NGOs which has been launched under the leadership of Sri K.S. Rajan, Collector, Ernakulam. The Parishad hopes to persuade the all sections of the society to participate in the campaigns. The literacy campaign is expected to percolate to each of the 100 wards in the 85 Panchayat and 8 Municipal Corporation in the district covering and estimated 1,51,413 illiterate persons in the 5-60 age group.

The strategy envisaged in the project is to create a mass upsurge or demand for literacy through well orchestrated publicity campaigns. The publicity campaign would be through notices and posters, literacy jathasm padayatra, musical concerts/street plays, film shows, newspaper articles etc. It will be implemented in two phases of 6 months each. The first phase will be utilised for training the instructors, launching and identifying the publicity campaign, creating local organisational structures etc. The second phase of 6 months will be utilised for actual imparting of literacy. The District level committees and committees in the blocks and local bodies will be formed. The actual instructional campaign will be through literacy brigades of 15-20 persons which will be formed in each of the 1000 wards. Each of these brigades is expected to impart literacy to around 120-150 persons.

The project was formally launched on 26th January, 1989. The project has made much headway with the district level and other local level committees having been formed in most of the areas. A survey is being made to identify the illiterates to be covered. A publicity campaign through posters, banners etc. is in the process of being mounted. The teaching/learning materials are almost ready. Forty resource persons have been identified and a workshop is being held. A detailed training programme for the training of master trainers as well as instructors has also been drawn up. The logistics of supplying the teaching/learning materials has been worked out with great care. The first batches of classes have started by 15th of April. The entire process is expected to be completed by October, 1989.

Mass Campaign through Voluntary Agencies in 20 Talukas of Karnataka

The Government of Karnataka has launched a Mass Campaign for Eradication of Illiteracy in 20 Talukas of the State (to start with) spread over 20 districts. The mass campaign has been adopted by the State Government in view of lack of any encouraging results through the centre based programmes. The basic idea behind this campaign is voluntarism by mobilising the voluntary efforts of various active groups, youth associations, Mahila Mandals etc. The Mass Campaign would not be conducted in isolation but would depend upon the infrastructure of the RFLP

and JSNs already existing. The idea behind the campaign is to harness the various voluntary bodies in the programme and through them induct volunteers to take up this individualised programme. The campaign is to be launched in five phases.

In phase-I, State level convention of voluntary agencies has been held to identify youth association, Mahila Mandals and State level agencies. In Phase-II, Divisional level conventions of voluntary agencies have been held and during this convention 10-15 lead voluntary Organisations have been identified for each district. In Phase-III, after the Divisional level meetings, District Coordination Committees have been formed with a view to mobilising the various youth and voluntary organisations at the District level. In Phase-IV, Mandal level Coordination Committees have been formed with a view to establishing contact with all sections of the society and draw up villages with list of volunteers. These volunteers will work as literacy workers, animators and motivators. In Phase-V, literacy work will begin which will continue for a period of four months. The campaign envisages full use of the print and non-print media. Local folk artists, cultural troupes will be actively associated.

The State of Karnataka has already launched the Mass Campaign and has completed the first three Phases and is in the IV Phase with the publicity through slogans, processions and poster campaign reaching a peak.

4. Saksharatha Abhiyan of Gujarat Vidyapeeth

The Saksharatha Abhiyan launched by the Gujarat Vidyapeeth under the leadership of Prof. Ramlal Parikh represents a unique and pioneering effort to establish contact with the masses on a credible and viable footing with a view to bringing them within the purview of the literacy movement. The Abhiyan, in its first phase implemented during 1987-88, proposed to cover 5 lakhs illiterates by mobilising volunteers through voluntary agencies, Panchayats, educational institutions, etc. The first phase was implemented for a period of 45 days at the rate of

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of 2 hours per day, making a total of 90 hours of literacy instruction. The results of the first phase have been evaluated by a Group set up by the Grant-in-aid Committee. The Committee made the following observations :

Plus Points

- * The Gujarat Vidyapeeth has achieved only one-third of its target of making 5 lakh people literate.
- * The Abhiyan has succeeded in creating a conducive learning environment, in inducing enthusiasm in the voluntary agencies and the volunteers to combat illiteracy in their respective areas.
- * Learners continued for the full period of learning and desired to continue further.
- * The Abhiyan also kindled a desire to learn in the non-learners.

Minus Points

- * The period of 45 days (90 hours) was insufficient for teaching the literacy level as prescribed in NLM component.
- * The primer could not be completed within 45 days.
- * The method of teaching which is prescribed by the Gujarat Vidyapeeth is based on the 'word method' approach. But the majority of the teachers were following 'letter method'.
- * As of now, the Learners' evaluation is very weak, practically non-existent.

The Sub-committee made the following suggestions:

- * There is need for introducing a second phase for the same learners.
- * The literacy kit should include an exercise book and the content and method for the primer should be revised to make it more relevant for the target group.

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- * Regarding teaching methods, it was suggested that either the word-learning method may be revised to suit the convenience of the teachers.
- * There is need for developing a reliable method for final evaluation.

The Gujarat Vidyapeeth has begun its second phase taking into account the weaknesses of its earlier venture.

5. Operation Cent per cent, Coimbatore:

Coimbatore is one of the two TD districts in Tamil Nadu (the other district being Selam). This is a well endowed district which has a network of textile industries, universities, network of technological institutes, Chambers of Commerce and Industries, NGOs (Lions' Club, Rotary Club), GRD Trust, Avinashilingam Home Science College and other voluntary agencies). The number of adult illiterates, which was 3.9 lakhs in 1981 has gone up to 4.95 lakhs in 1988 and is likely to go up to 5.25 lakhs by 1990.

In view of the rich infrastructure and existence of a good number of NGOs in the district, it was felt that we should with the help of an outstanding voluntary agency, mobilise all of them and also new agencies and institutions with a view to achieving the objective of full eradication of illiteracy in Coimbatore by 1991. Accordingly, the central Grants-in-Aid Committee considered an application of Shanti Ashram to take up a project Operation 100% Literacy in Coimbatore district for eradication of illiteracy in Coimbatore by 1990

The work done by the agency has been reviewed and the latest position in regard to implementation of this project is as below :

Up to March, 1989

A district level committee has been constituted under the Chairmanship of the Collector which is closely reviewing, monitoring and coordinating the pace of implementation of the project. Of late, NGOs of the district are being involved in the meeting of this Committee.

Adults in 15-35 age group in 6 villages have been made fully literate. This, however, is only a small fraction of the total number of 481 villages to be covered by September,

1990. For mobilisation and environment building, which precedes actual imparting of literacy, a number of films, filmstrips, posters and other publicity material have been produced.

A good deal of awareness has been generated amongst the voluntary agencies and NGOs which is conducive to building up a literacy environment.

Perspective for the VIII Five Year Plan

Much debate has taken place on the strength and weaknesses of the Centre-based Programme vis-a-vis the individualised Mass Programme of Functional Literacy through a volunteer based approach. There are many obvious advantages in the centre-based approach. These are :

- (a) It promotes discussion, inter-action amongst members of a group.
- (b) It brings different sections of society together and thereby promotes social integration.
- (c) Use of improved techno-pedagogic inputs such as good quality black-board, roller-board, slates, charts, posters, bill-boards, exhibition-boards etc. can be effectively used in the centre-based programme.

Some of the weaknesses of the centre-based programme could be listed as below:

- (a) Mobilisation and motivation of persons from different sections of society and bringing them together to a common point is a difficult proposition.
- (b) The centre-based programme is spread over a long period of time. The interest of the learner generated initially, starts waning with a long period of learning.

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- (c) Difficulty is often experienced in locating a suitable accommodation for the centre-based programme. Consequently, the centres often function either at the residence of the instructor or at the residence of the learner.
- (b) Location of a suitable person with enthusiasm, zeal and commitment to the programme for a paltry sum of Rs.100 as honorarium, often poses a major problem.

As against this, the Mass Programme of Functional Literacy which is individual volunteer based, has many advantages. These are :

- (a) Person-to-person contact becomes much easier and lasts for a long time.
- (b) The programme is more flexible than the Centre-based one and the volunteer can approach the learner at the latter's place of stay or work and vice-versa.
- (c) In view of closer and more initiate inter-action, the pace of learning can be quickened and the overall duration of learning can be much shorter than the centre-based one.
- (d) Most of the individual volunteers who take up the work without any remuneration are expected to be more patriotic, enthusiastic and committed to the programme than the centre-based model.

Review of the pace and progress of implementation of NLM in as many as 10 States by the end of March, 1989 reveals that although the NAEP is in existence for the last 10 years, a large uncovered gap persists in most of the State/UTs. The detailed action plans prepared at the State and District level in respect of some of the States reveals that whole the magnitude of the problem of adult illiteracy and the resources required - human, material financial, for complete eradication of illiteracy is considerable, we just do not have the resource matching

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for accomplishment of the target. We cannot, therefore, go in for large scale expansion of the programme to bridge the uncovered gap. Besides, the time span for such eradication tends to prolong and we can ill-afford to wait for such a long period of time spanning over 30 to 35 years, which is the average time span for the eradication of illiteracy at the present rate of performance. In view of this, we have to think of alternative strategies and agencies for achieving the desired objective. One of the conceivable ways of dealing with the task of total eradication of illiteracy is to go in for extensive Mass Programme of Functional Literacy involving both, student and non-student volunteers. This is already being done in States like Rajasthan, Gujarat and Karnataka. Amongst the non-student volunteers, the response of the Employers and trade unions to the programme has not been very positive so far. The possibility of going in for a legislation to compel the employers and trade unions to work for the cause of eradication of illiteracy has been attempted but not succeeded. In view of this, therefore, we may not pin much hope on the employers and trade unions for their involvement in literacy. There are, however, many other components of non-student volunteers such as ex-servicemen, prison management and staff, Rotary Club, Lions' Club etc. who can give a push to the Mass Programme of Functional Literacy. Amongst the other factors which are important for success of the volunteer-based Mass Programme of Functional Literacy, the following deserve to be given special attention:-

- (a) Right type of selection of the volunteer having the right approach, attitude, empathy and sensitivity to the programme.
- (b) Right type of orientation and training.
- (c) Adoption of area approach and selection of area in such a manner as would avoid duplication and overlapping.
- (d) Bringing about integration of adult education with other development programmes with a view to improving the motivation of the learner as well as the instructor.

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There is no doubt that if the above safeguards are taken and an area-based approach is adopted from the beginning, it should be possible to ensure an extensive coverage as also qualitative implementation of the programme and accomplishment of the objective in a much shorter period than now.

CHAPTER V

Role of Voluntary Agencies - Philosophy and Rationale
Of Grant-in-Aid

Adult Education is a programme meant for imparting functional literacy to the illiterates in the 15-35 age group. Such persons did not either have the opportunity of going to school at the school-going age or dropped out of the school on account of social and economic compulsions. They grow up to become adults and since they did not have access to the 3Rs viz. Reading, Writing and Arithmetic, they do not have access to the world of information which is relevant to their day to day life and, therefore, remain, to a very large extent, out of the mainstream.

In the 70's it was realised that the magnitude of the problem of adult illiteracy was gigantic and cannot be accomplished by the Government alone. It was also realised that the programme of adult literacy is essentially a people's programme and was meant for people who are otherwise mature, intelligent and successful but who did not have access to the world of information on account of certain predicament which was not their making and beyond their control. It was necessary to treat them differently (in sharp contrast to how we treat children), meaning thereby that they were to be treated with dignity, equality and respect.

Voluntary agencies work closely with the people at the grassroot and their functionaries who are different from paid employees of government, who have different perception, attitude and approach to life, are better acceptable to the people than their counterparts in government. Besides, voluntary agencies have flexibility in the structure and operation, which facilitates the process of speedier and wider coverage in less time and also better results on account of non-conventional and unorthodox ways of approaching the problems.

It was, therefore, felt that voluntary agencies could be involved in the adult education programme in two ways namely (a) implementation of the programme through linking of adult education with environment building, mobilisation of the community, media and communication support etc. and (b) designing teaching learning materials such as primers, posters, charts, flash cards and conducting training of functionaries of adult education.

It was with this end in view that the grant-in-aid scheme for voluntary agencies to work for adult education was formulated in the year 1978. This has been reviewed and revised in the subsequent years. The scheme was last revised in 1988 in the wake of approval of the National Literacy Mission by the Government of India. A statement containing salient features of the earlier scheme and the present scheme is placed at Annexure I. From this it will be seen that the present scheme has been made considerably simple and more result oriented. After approval of the NLM by the Union Government, we have been able to extend financial assistance to 551 voluntary agencies during 1987-88 and 1988-89, with nearly 42,000 adult education centres. If Nehru Yuva Sangathan is added, the number of centres would touch 60,000. The grants-in-aid committee has also sanctioned grants in favour of 89 agencies for setting up 2000 JSNs during 1988-89. A statement indicating the number of agencies, number of projects, number of centres and the expenditure involved since April, 1987 is placed at Annexure II.

Despite best of intentions, the following are some of the significant constraints and deficiencies which tend to persist in implementation of the scheme of grants-in-aid to Voluntary Agencies:

(1) RESOURCE CRUNCH

First and the most important constraint is the gap between our need and actual availability of funds. The revised grants-in-aid scheme of 1988 envisages that

long term projects and continuation projects can be sanctioned in favour of voluntary agencies. As a matter of fact, 3 long-term projects have been sanctioned till the end of the 7th Five Year Plan i.e. 1989-90. For achieving the target of 1,000 voluntary agencies (the cumulative total of 1987-88, 1988-89 and 1989-90) by the end of 1989-90, we would be requiring Rs. 35.50 crores. As against this, however, we have been provided with Rs. 9.00 crores for the plan outlay for 1989-90.

(2) MULTIPLE LEVELS OF PROCESSING

As on date, there is inordinate and avoidable delay in processing the cases of voluntary agencies at the State level on account of existence of multiple agencies such as District Adult Education Officer, Collector, Director (AE), Education Secretary, Education Minister etc. before a proposal is completely processed and forwarded to Government of India. On an average, the State Governments take between 3 to 6 months and 6 months to 1 year for processing a proposal and carrying it to its logical conclusions. As the National Literacy Mission Authority does not have any other way of verifying the antecedent, background, experience and expertise of agencies working in the field, it has to necessarily depend on the recommendations of the State Government or some agency of repute and standing. We have recently constituted, with the approval of NLMA, a Joint Committee under the chairmanship of Education Secretary, Government of Bihar and representatives of Government of India and representatives from two voluntary agencies from Bihar and U.P. with a view to accelerating the pace and progress of proposals. Simultaneously, wherever it is found that the State Government has not been able to process a proposal within a period of 3 months, we entertain the proposal (if it is complete in all respects) direct by the Central Grants-in-aid Committee but involve the representatives of the State Government concerned in actual processing of the proposal. We have been able to dispose of quite a good number of proposals in this process.

(3) DIFFICULTY IN PREPARATION OF AREA OPERATIONAL PLAN

The thrust in NLM is on 'area approach'. An area approach could be a village, a cluster of villages, a Gram Panchayat, Municipal Panchayat, Panchayat Samiti/Block or even a district. Under the 'area approach', a voluntary agency is required to submit a proposal for eradication of illiteracy in an area within a prescribed time frame (it should be within one year or more). The agency will not be allowed to shift the project from that area till the objective of complete eradication of illiteracy has been achieved. Adoption and implementation of area approach for eradication of illiteracy involves the following:

- (a) Conducting a complete survey to identify the number of adult illiterates, their background and occupation.
- (b) Preparation of an area map indicating the number of villages or Panchayats where the plan is to be made optional.
- (c) The number of adult education centres proposed to be opened and creation of such centres within the area.
- (d) Requirement of teaching-learning material, teaching aids etc.
- (e) Duration of learning.
- (f) Time-frame for complete eradication of illiteracy.
- (g) Provision of post-literacy and continuing education.

It has been observed that many voluntary agencies are not in a position to prepare the 'Area Operational Plan' as they are neither conversant with the process nor do they have the resource and expertise for preparation of such plan. In order to enable the voluntary agencies to prepare the plans with all details, lot of guidance, support and help is required to be extended by the Directorate of Adult Education and the State Resource Centres to them.

(4) GUIDANCE, SUPPORT AND HELP IN DOCUMENTATION

In order that the application submitted by a voluntary agency under the grants-in-aid scheme is complete in all respects, it is required to send the following documents along with the application:

- (a) Constitution of the agency, Articles of Association and attested copy of the Registration Certificate.
- (b) Constitution of the Board of Management with address of each member.
- (c) Latest available Annual Report including experience in adult education and other related fields.
- (d) Audited accounts of the last 3 years along with a copy of the certified Balance Sheet for the previous year.
- (e) Proceedings of the Board of Management/Executive Committee during the preceding one year.
- (f) A copy each of the site plan, plan of the proposed building and estimated cost of construction in case where application is for construction of building (To be prepared by a qualified architect or engineer).

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Many voluntary agencies who have been working in the interior and inaccessible pockets find it extremely difficult to have their accounts audited by a Chartered Accountant, maintain proceedings of the meetings of Board of Management, prepare annual report according to the time schedule etc.

(5) INFORMATION GAP

Although there are a number of good and reliable voluntary agencies who are committed to the cause of promoting adult education and who have been working for several years in the field, there is a communication gap between the Central Government, the State Government and these voluntary agencies. All relevant information relating

to NLM or the grants-in-aid scheme does not reach these agencies in time.

(6) INFRASTRUCTURE

In order that we are in a position to involve a number of good and reliable voluntary agencies and entrust them with the implementation of the area specific project for eradication of illiteracy within a prescribed time frame, we have to create a network of institutions who will be able to impart training to the functionaries of these voluntary agencies. As on date, we do not have such infrastructure.

(7) PERSPECTIVE PLAN FOR THE VIII FIVE YEAR PLAN

Whether it is preparation of Area Operational Plan or guidance, support and help in documentation or information guide, remedy lies not merely in simplification of procedures but in change of attitude and approach to deal with voluntary agencies. Such approach will have to be non-conventional and unorthodox one. Government functionaries should go down to the field to meet the voluntary agencies, find out their problems and render them all possible help, instead of expecting them to approach the Government functionaries either at the Secretariat or in the office of the Head of the Department or in the Collectorate.

Keeping the above perspective in view, the following are some of the specific suggestions which may be incorporated in a plan of action for mobilisation and involvement of large number of good and reliable voluntary agencies in the National Literacy Mission :

- Suitable zonal and district level conferences should be organised so that some of the agencies who are otherwise good and reliable and who are willing to work for NLM, could be easily identified.
- It is necessary and desirable that when the voluntary agencies approach the concerned authorities at the national, state and district headquarters, all possible guidance, support and help be extended to them.

- Orientation and training programme should be organised through reputed institutes of social science and research in which voluntary agencies could be familiarised with the concept of 'area approach' methodology for preparation of Area Operational Plan. The cost of such training programme should be fully funded by the Government.
- Even after all possible care and attention, if the proposal submitted by the voluntary agencies are not complete or deficient in some respects, the approach should be to invite the voluntary agencies for making good the gaps and omissions or for rectifying the proposal to the voluntary agencies.
- Despite the gaps, omissions and failures, there are some silver lining and success stories in regard to voluntary agencies working for adult education. These success stories, however, have not reached all levels. If this could be effectively projected through traditional and non-traditional media, they could be very effective tools for environment building and mobilisation. It is necessary therefore, to involve AIR and Doordarshan in a big way for projecting the success stories of voluntary agencies through 'curtain raiser' interviews etc. The agencies themselves could also be involved in a big way in preparing the features, stories, spots etc. on the theme of adult literacy which could be broadcast and telecast at regular intervals.
- While a considerable measure of flexibility and freedom will have to be allowed to the voluntary agencies in designing the teaching learning materials, training materials and in conducting the actual training, the government machinery has a responsibility in ensuring that learning materials of good quality are produced and the training is imparted in a

participative and communicative manner. In order to ensure this, government functionaries may meet the voluntary agencies from time to time and impress upon them the need for standardisation and quality control. They may approach the voluntary agencies more as friends and guides rather than as part of a formal inspectorial system which may be resented by the Voluntary Agencies. It is necessary that separate orientation and training programmes are conducted for the government functionaries so that such attitudinal change is not only projected but is actually implemented in action.

- In identification of voluntary agencies our approach should always be on past experience, expertise and commitment to adult education programme on the part of a particular voluntary agency rather than on chasing the game of numbers or fulfilling statistical targets. No pain should be spared to go in for a stringent and rigorous process of selection of good agencies who are non-political or a political and who are dedicated to the cause of adult education.

Involvement of other Non-Governmental Organisations

In order that the task of eradication of illiteracy is made truly national and is pursued as a societal mission, it necessitates reorientation of the NGO concept and enlargement of the scope of participation by a number of NGOs that have hitherto been feeling either different or inhibited to get involved. Besides the registered voluntary societies, public trusts and foundations which are eligible for support from the government, involvement of the following may also be considered:

- Workers Unions, associations/organisations working with informal and unorganised sectors in rural and urban area.

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- Associations and clubs such as Lion's Club, Rotary Club and JAYCEES.
- Associations and organisations of adult educators, social workers, teachers, health workers and such other professional bodies.
- Cooperative Societies.
- Resident welfare associations, societies and citizens' councils, consumer associations and slum dwellers' associations.
- Institutions and associations of Khadi & Village Industries, Handicraft and Handloom etc.
- Associations of ex-servicemen and retired personnel.
- Institutions of social welfare, social science research.
- Employers' associations, Chambers of Commerce, Industrial and business organisations.
- Shramik Vidyapeeths and the Central Board of Workers Education.
- Charitable Trusts, Foundations including social service organisations, rural and urban development agencies, youth organisations, women's organisations; and
- Panchayati Raj Institutions, Municipal Corporations, Urban Improvement Bodies.

The criteria for availability of financial assistance from the Government as also the nature and character of involvement of these NGOs should be the same as already outlined in the scheme of grants-in-aid to voluntary agencies.

Additionally, the following strategy needs to be adopted for accelerating the involvement of NGOs in literacy and adult education in larger numbers:

- Flexibility in procedure for rendering assistance and support services and debureaucratisation of rigid adherence to pre-determined and prescribed

- norms which are insensitive to field conditions.
- Encouragement for voluntary action to promote, initiative for innovations and low cost alternatives to reach and teach large segments of population.
 - Need to support action in strategic priority areas such as reaching areas or specific segments of target groups relatively disadvantaged and often difficult to be reached as in hill areas, desert areas, tribal communities, nomads and population groups in slums and in coastal areas.
 - Need for NGOs to decide on a code of conduct to be applicable to those agencies receiving government funds.
 - Need to emphasise accountability of an NGO being a public institution and especially when public funds are involved.
 - Need to degovernmentalise the control and monitoring system by allowing NGOs to institute their own system of reviews and joint evaluation as participatory and cooperative exercises with a view to improving technical aspects and logistics of programme delivery such as for example done in the form of " Sahkar Sammilan" by a consortium of voluntary agencies.
 - Need to encourage participatory approaches and rapport building with communities served and to allow NGOs to function as social activists and also social pressure groups to ensure that target groups served through literacy and post-literacy activities contribute to and benefit from the developmental programmes.
 - NGOs to supplement and complement the resources needed in implementing the National Literacy Mission and at the same time given respect for the leadership initiatives demonstrated.

- Government acting as catalyst, NGOs involvement could take many forms. In certain cases literacy programme could be implemented directly by an NGO in a specified area. In certain others, NGOs could take lead in the process of planning, mobilisation, monitoring and evaluation and be assisted by suitable grants-in-aid. These and other modalities of involvement would vary from case to case but key consideration should be to ensure widening up of the scope and ambit of NGOs to act as partners in the tasks stipulated by the National Literacy Mission during the VIII Five Year Plan.
- There has to be mutual trust and understanding between government and NGOs and for this purpose there is a need to set up consultative groups of NGOs at the State level with operational responsibilities.
- Suitable measures need to be taken to institute professional and consultative services to NGOs to help better implementation of adult education programmes.

Chapter VI

Special problems and constraints in mobilisation
and enrolment of adult illiterates belonging to
the SC and ST community in the Adult Education
Programme

According to 1981 census, Scheduled Castes constitute 15.75% (10.5 crores) of the total population (66.5 Crores). Around 84% of the Scheduled Castes reside in rural areas and only 16% form a part of urban/semi-urban population and out of this segment, most of them are slum dwellers and work as rikshaw pullers, cart-load drivers, loaders and unloaders etc. Amongst all the SC workers, 58.2% are agricultural labourers. Another 28.17% are marginal farmers (including share-croppers) having uneconomical holdings but most of them also depend on agricultural labour in varying degrees. It would thus be seen that 76.93% of all SC workers are dependent on land based occupation without ownership or with limited extent of ownership and live generally below the poverty line.

The literacy rate of Scheduled Castes was 10.27% in 1961 and is 21.38% in 1981. In the case of ST, the literacy rate was 8.54% in 1961 and 16.35% in 1981. There has, thus, been an improvement but it has been too slow and too limited, considering the time span, the need and the potential. The literacy rate of SCs is only half of the rest of the population while the literacy rate of ST is only two-fifth of the rest of the population. The distance of the SCs and STs from full literacy has increased in relation to the distance of the rest of the population. About four-fifth of the SCs and more than four-fifth of the STs remain illiterate.

The literacy rate amongst SCs in Bihar is the lowest (10.40% in 1981 census) followed by Rajasthan (14.04%). The position is extremely discouraging in the field of female literacy. The literacy rate amongst SC females is 10.9% as against 29.4% for others. There are 48 districts in the country where the SC female literacy rate is lower than 1%, stooping as low as 0.48% in Barmer district of Rajasthan as

against 4.75% amongst others. The literacy rate amongst STs is the lowest in Andhra Pradesh (7.82%) followed by Rajasthan (10.27%) and Madhya Pradesh (10.68%). According to 1981 Census, the literacy rate amongst ST females was only 1.2% in Rajasthan 3.46% in Andhra Pradesh and 3.60% in Madhya Pradesh.

The National Policy on Education, 1986 in the context of education for equality has laid down a number of specific measures for the educational development of the members of SC and ST communities. An extract of these measures is placed at Annexure III. These measures have further been elaborated in shape of programme of action, which is placed at Annexure IV. The emphasis on the educational development of the members of SC and ST communities has been reiterated in the NLM document.

MAGNITUDE OF THE PROBLEM OF ADULT ILLITERACY AMONGST SCHEDULED CASTES AND SCHEDULED TRIBES

Although some information is available about the total number of adult illiterates in the 15-35 age group, no information is available about the total number of persons belonging to SC and ST separately in the age group of 15-35. The attention of the Registrar General and Census Commissioner has already been drawn to this significant omission in a meeting held on 5.4.89.

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It is estimated that out of total illiterate population of 1100.00 lakhs in the age group of 15-35, the number of illiterates belonging to SC/ST communities in this age group for 1981 was 416.00 lakhs (273.00 lakhs belonging to SC and 143 lakhs belonging to ST). Out of 800 lakh illiterates in the age group of 15-35 to be covered upto 1995, it is estimated that the number of persons belonging to SC/ST would be atleast 324.00 lakhs (199.00 lakhs belonging to SC and 125.00 lakhs belonging to ST). This works out to about 40.50% of 800.00 lakh illiterates in the 15-35 age group to be covered by 1995.

Despite the emphasis laid by the National policy on Education in the context of Education for equality and despite the thrust in the NLM, members of SC and ST have, by and large, remained outside the purview of the National Adult Education Programme both in terms of coverage as well as in terms of attainment and more specifically with reference to attainment of functionality and awareness. It is necessary, therefore, to objectively and dispassionately analyse the problem and constraints which adversely affect mobilisation and involvement of adult illiterates belonging to SC/ST in the Adult Education Programme, retention and application of the benefits of adult literacy by them and its overall impact on the quality of their

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own life and recommend specific measures so that these problems and constraints could be minimised and there could be a significant improvement in mobilisation and enrolment both in terms of number and quality.

CONSTRAINTS AND IMPEDIMENTS WHICH INHIBIT THE PROCESS OF MOBILISATION AND ENROLMENT OF MEMBERS OF SC/ST COMMUNITY

(i) Agricultural labourers from the largest single occupational category of Scheduled Castes in the country in almost all the States. Most of them are landless and some have bits of land which generally are poorly developed, devoid of irrigation and inadequate to provide the major part of their family income. Those, who have land, are for all practical purposes marginal or small farmers who too have to depend on agricultural wage labour for part of their subsistence. A good number of Scheduled Caste agricultural labourers, marginal or small farmers' families work as attached labourers i.e. they are attached to the household of the large tenure holders or landlords. Full time agricultural labourers, whether attached or free, cultivator-cum-agricultural labourers, whether have to put in very long hours of work to earn a subsistence income. After the long hours of work, they have to put in for more survival, they get fatigued and are left with very little time and energy to go to the Adult Education Centres.

(ii) Almost all the leather workers in the country belong to the Scheduled Castes and their activities include collection of raw hides and skins, processing such as flaying, tanning and manufacture of footwear and other finished goods. Operations like flaying and tanning are extremely arduous and unhygienic. Ordinarily because of large scale demand, the occupation should be a paying one. In reality, this is not so on account of the existence of middlemen who bag much of the benefits from the lucrative components of the profession leaving the disagreeable components to the scheduled castes. Such leather workers who are overworked and less paid would not easily perceive the relevance of literacy in economic terms. Most of the leather workers are also agricultural labourers or cultivator-cum-agricultural labourers. They therefore, share the problems faced by the agricultural labourers in addition to their special problems as leather workers.

(iii) Almost all fishermen in the States of West Bengal, Assam and Tripura belong to the scheduled castes with some number of SC fishermen in other States. Like the leather workers, they are also victims of machinations of middlemen who extract major share of the profit which flow from the hard manual labour of fishermen. The middlemen supply boats, nets, credit etc. to the fishermen and this gives them a formidable grip on the fishermen and a lion's share of their produce. This pernicious practice virtually reduces the fishermen to the level of bonded labourers.

The plight of fisherwomen is worse than that of fishermen. They live in small huts which for all practical purposes are hovels in most unclean and unhygienic surroundings. Due to the unclean nature of the job and in the absence of potable water in fishermen's huts, they alongwith their children are affected by skin diseases which has become almost a perennial feature of their health. The plight of fishermen who migrate in large numbers to states like Maharashtra and Gujarat (which have number of fish processing units) to engage themselves in operations like peeling, processing and packaging of fish is still worse. Considering the low income, the hardships, working and living conditions and hard manual labour which takes away lot of their time, they do not have the leisure nor the freedom nor the mental make up to attend the functional literacy classes at the AECs.

(iv) Majority of beedi workers (who number about 5 million) who belong to Scheduled Caste as well as minorities are poor, landless and assetless. Majority of them are home workers i.e. they roll beedis at home during their spare time. The entire system of beedi rolling operates as a part of the vicious contract system. It is on account of this system that a portion of the beedis get rejected by the Contractor and the workers are deprived of a portion of their legitimate income. Despite minimum rates of wages having been notified by the State Governments, a beedi worker on an average is not able to earn more than Rs.10/- per day. In view of the low income, poor working and living conditions, many of these workers fall a victim to respiratory and pulmonary diseases. They neither have the freedom nor the leisure to attend adult literacy classes.

(v) The problem of essential health service workers, civic sanitation workers, rickshaw pullers, cart pullers, handload workers, building and construction workers in urban areas are somewhat different. The first two are engaged in highly unclean operations and, therefore, suffer from extreme disabilities. The other categories of urban unorganised labour such as rickshaw pullers, cart pullers, head-load workers mostly live in slums, are engaged in work which is laborious and strenuous and which fetches low income. They have neither leisure nor the aptitude for adult literacy.

(vi) In addition to the crippling disadvantages of economic status as illustrated above, the scheduled castes are also victims of untouchability. The prevalence of untouchability even now is much more widespread than can be imagined by those who do not suffer from untouchability based discrimination. This puts its own barriers in the way of scheduled castes attending AECs located outside SC bustis.

(vii) In view of the wide prevalence of untouchability based discriminations, scheduled caste women have to spend a lot of time and energy in fetching water from the common village well. This is in addition to the burden of agricultural labour which they share with their menfolk.

SPECIFIC MEASURES

(i) Socio-economic backwardness on account of untouchability and poverty is a major handicap in the way of educational development of the scheduled castes majority of whom belong to the category of landless agricultural labourers. Studies have shown that even if they get the statutory minimum wages for the average number of days for which they get work, the total annual earnings of the family will not substantially go above the poverty line (except in Punjab and Haryana). In such a difficult situation, it is unrealistic to expect that the SC families will send their children to school or adults will attend the adult literacy classes. The answer to this malady lies in creating better avenues and opportunities (which are different from material or financial incentives) which can reduce the burden - both social and economic of a SC household on both men and women and provide them with some leisure and freedom necessary for attending an adult literacy centre. The

burden can be reduced by the following measures :

- a) Removal of the present state of landlessness of the SC by implementation of the ceiling laws, distribution of ceiling surplus lands among the SC, ensuring physical possession of the land so allotted - both home stead and agricultural.
- b) Initiating measures for development of the undeveloped agricultural land so allotted by way of levelling, terracing etc.
- c) Providing a complete package of all necessary inputs such as irrigation facilities wherever possible, plough bullocks, agricultural implements and other inputs such as seeds, fertilisers and pesticides of standard quality.
- d) Introducing cropping patterns in the land so allotted which will conform to the felt needs and interests of the members of the SC community.
- e) Providing alternative sources of independent livelihood (where it is not possible to allot any land asset) such as composite programmes of animal husbandary and dairy large enough to generate incremental incomes;
- f) Encouraging social forestry like woodlot in the homestead land or in the community waste land in abig way so as to meet the needs of fuel for the household purposes.

(ii) In addition to the above economic measures, few other specific protective and amelorative measures could be thought of which would not only provide leisure and freedom but also such social and economic support system as would inspire confidence of the members of the SC in the programme. This would include (a) registration of SC share croppers as such in their Record of Rights (ROR), (b) conferment of legal rights of occupancy, (c) Prevention of eviction or dispossession, (d) enacting special provisions for protecting the land belonging to the SC and purchase of ownership on easy terms, (a) conferment of the right to a fair share of the produce and determination of that share by the agricultural labourers, building and construction workers such a manner that the minimum wage is somewhat better than the subsistence wage and ensuring its strict enforcement,

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(g) providing consumption credit which is in the nature of working capital for inevitable social obligations and health purposes as a part of the credit system with a view to breaking the grip of the land owner, usurious moneylenders and bonded labour keeper on the agricultural labourers.

(iii) Where on account of the distance factor, it is necessary to locate a new well in the non-ST part of the village, a drinking water source should invariably be located also in the SC residential area.

The measures mentioned at (i) to (iii) are illustrative of the basic measures for socio-economic development required by the members of the SC community. This will enable them inter-alia, to avail themselves of elementary education for their children and adult education for elderly members, much better than at present. These are among the programmes under the Special Component Plan in the shape of SCA to the State SC Development Corporations. New programmes have recently been taken up like Jeevan Dhara under RPEGP and a national level SC Finance and Development Corporation. While these measures need to be implemented on a much larger scale and in a more effective manner, special measures to reach the adult education better to SCs in the short run have to be devised. These are illustrated in (iv) to (x).

(iv) It is recommended that the 50% of the AECs should be set up in the residential areas of Scheduled Castes.

(v) Competent instructors from among the SCs may be engaged for the AECs in the largest possible number. To facilitate this professional educational qualification of the SC instructors/instructresses may be relaxed if the other criteria i.e. perception, insight into the nature of problems peculiar to the SCs and organising ability are fulfilled.

(vi) The Adult Education Centre should be a focal point of integration. This could be conveniently used as the centre for identification of beneficiaries under anti-poverty programmes like IRDP, centre for dissemination of information relating to health and family welfare, immunisation, maternity protection and child care, protection and conservation of environment etc. If adult learners belonging to the SC community are identified as beneficiaries of IRDP, if they learn to protect and conserve the environment which promotes their well being, if SC women attending the AECs are made aware of the measures for reducing the infant mortality, it would be a source of great motivation for them to go to the AECs in large numbers.

(vii) In many parts of North India, the occupation of midwife in the rural society is a caste-based profession followed by the member of Scheduled Castes. The midwives or Dais (as they are locally known) hailing from this community attend to the needs of the pregnant women, help them to deliver the child and assist in the after care of the mother and the child. A Dai or midwife is the central figure in the sub-centres of the primary health centre and is held with lot of trust and confidence by the members of the rural community in general and the rural poor in particular. She could be utilised as an agent of mobilisation of adult learners, of spreading the message of literacy, the relevance of the 3Rs and a powerful tool of motivating the adults, particularly those who belong to the SC and also others to come to the adult education centre and to continue learning from there.

(viii) If adult education is a tool of liberation for the members of the SC community, its content must be totally in tune with the preferences, felt needs and interests of the members of the SC community. The literacy primers as well as the post literacy materials must highlight the scenario of deprivation and exploitation due to ignorance and illiteracy, the generative source of disadvantage how to grapple with these disadvantages and finally overcome them. The primers should also deal with the various hazards which emanate partly out of unclean nature of the operation and partly out of the unclean working and living environment. It must also deal with the extent to which the hazards could be minimised and they must generate awareness of something which is of direct relevance to the adult.

Learners and his/her family members. The literacy primars should also appropriately reflect on the variety of occupational skills relevant to rural artisans, weavers, handicraftsmen, manner of acquiring them, refining and sharpening those which have already been acquired and also better output in terms of incremental income. At the post literacy stage, the books for the neo-literates should include the various components or legal literacy and programme literacy so that the neo-literates belonging to the SC community are made aware of the provisions of the various laws like protection of Civil Rights Act, special central assistance etc. which have been introduced primarily for the social, economic and multifaceted development of members of SC community.

(ix) There should be flexibility in the teaching hours which may be distributed according to the convenience of the learners depending on their occupations. Additionally, such recreational and cultural activities should be introduced in the Adult Education Centre which in addition to putting an end to the state of fatigue could also be an extra source of motivation of learners. The recreational and cultural component could be built into the AE programme by identifying folk tales, folk songs, folk music, which are associated with the lives of persons who are widely respected, loved and followed by the members of SC community. (Illustration sayings of Sant Ravi Das). The photograph of such persons together with their sayings in the spoken languages could be displayed in the AE centre which could be a source of motivation and inspiration to the learners. These sayings could be rendered into songs and could be sung by the SC learners in a chorus both in the beginning as well as at the end which could impart a livelier dimension to the atmosphere in the Adult Education Centre.

PROBLEMS AND CONSTRAINTS FOR MOBILISATION AND OF ADULT
ILLITERATES BELONGING TO ST COMMUNITY IN THE ADULT
EDUCATION PROGRAMME

The characteristics of many scheduled tribe communities are isolation, exclusive habitat, subsistence living, very low level of literacy, limited worldview etc. There are some regions of concentration of tribal population in the country and there are some other regions where they are conspicuous by their absence. The central belt of the country extending from Mizoram and Tripura in the east through West Bengal, Bihar, Orissa, Madhya Pradesh, Andhra Pradesh, Maharashtra to Rajasthan and Gujarat contains a majority (about 80%) of the total scheduled tribe population of the country. Any plan for dissemination of adult education has, therefore, to address itself to the tribal scenario in the belt. The overall tribal literacy percentage is 16.35 but considering that the high tribal literacy areas are mostly in the north-east, the very low literacy percentage of this latitudinal belt tends to depress the overall average. An outstanding feature is that female literacy is abysmally low, not infrequently being near zero. Hence, a two-pronged drive is necessary : one for primary education so that the upcoming generation is lettered for tomorrow and two for adult education to ensure that the present generation is not wasted away in ignorance and exploitation. The aim of both should be to produce self-assured equal tribal citizens in the total polity.

Many of the tribal tracts in the States mentioned can be seen as distinct entities. As compared to the neighbouring non-tribal zones, the density of tribal population therein is much lower. There is, therefore, need for catering adult education centres (AECs) to a largely dispersed population. Hence, norms for location of AECs having easy outreach to tribal population around each will have to be practised requiring careful micro-mapping by state authorities. An AEC might cover the population of a village or possibly a cluster of villages. A Panchayat area would ordinarily be beyond the pale of a centre in a majority of cases.

Against the above background, the following specific recommendations are made for better mobilisation and enrolment of members belonging to the ST community in the adult education programme :

There is generally a hiatus between the home environment of members of scheduled tribe community and the atmosphere prevalent in AECs. The reason may lie in lack of correspondance between the lifestyle, thought process and cultural mores of members of the ST community and those current in the AECs. The hiatus has to be bridged for which various steps are necessary.

These are:

- (a) In the first instance, the instructors in an AEC for a tribal area should be from amongst the ST community. This will enable an identity-bond between the teacher and the taught since the two are expected to be on the same wave-length. The members of the ST community can interact with freedom and ease with the teacher as well as with fellow-learners making the process of learning not only acceptable but also effortless.
- (b) The language through which lessons are imparted should be the one which is spoken by a majority of the learners. Such language should be correctly identified. Basic literacy and numeracy material should be available in that language. After a group of learners has made sufficient headway, the regional language as a medium of instruction could be considered. For this purpose, it may be desirable to get prepared bilingual primers from institutions specialising teaching learning techniques suited to the needs of the members of the ST community.
- (c) It would be necessary to arrange intensive orientation and training particularly for the instructors so that they are fully attuned to tribal ethos and the needs of tribal education.
- (d) The course content of adult education for members of the ST community is extremely important. If the learners find it relevant and useful in their life, they will be attracted to it. On the other hand, if an irrelevant course content is grafted in a tribal area mindlessly, it is likely to repel prospective learners. The package of course content should be comprehensive but not burdensome, only essential items should find place therein. Broadly speaking, the

course content should have the following component lessons :
(a) occupational and functional, (b) health, hygiene and sanitation, (c) family planning and family welfare, (d) environment; and (e) world-view.

(ii) Legal literacy and programme literacy

These should be important components of any programme of awareness generation. Legal literacy would refer to some of these laws like prevention of land alienation, bonded labour abolition act Minimum Wages Act, Weights and Measurement Act, which has direct relevance for them. Programme literacy would refer to some of the programmes which have direct relevance for the advancement, development and welfare of the members of the ST community.

(iii) Methodology of imparting instructions

The methodology could be both oral and written. It is desirable, however, that maximum use be made of the practical side of learning rather than the conceptual side. The course content should be disseminated through a variety of means such as audio visual, cultural, demonstration etc. ST communities in many States have their own culture talents which could be made use of maximally.

(iv) Recreational and Cultural Needs

Each scheduled tribe community has got his/her own brand of dance and music. The recreational and cultural content of the programme should, therefore, be only illustrative and not perspective

There are a number of Saints and Gurus in the ST community who are widely loved, respected and followed. There are sayings of these great saints on literacy in different languages. It may be appropriate, therefore, if such sayings could be inscribed and displayed in the tribal language/dialect below the photograph of the saints and displayed in the AECs so as to generate interest and motivation amongst members of the ST community. Similarly, it may be appropriate if the AECs include amongst their activities, rendering of the sayings of the Saints into songs.

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(v) Scheduled Tribe Women

In tribal societies, women are not co-equal with men, but in some cases they are even superior in status. There should be some focus on them in the adult literacy programmes. The course content should have special bias in communicating to ST women as to how they can play a better role in the multifarious activities they undertake occupationally (agriculture, horticulture, minor forest produce, marketing etc.), domestically (mother and child care, infant protection, immunisation, sanitation, hygiene, kitchen etc.) socially (when they sit as members of the village assembly) and culturally.

Additionally, the following recommendations are made which are relevant for creation of an environment which will be conducive to teaching and learning and related to the lives of the members of the SC and ST community :

- a) The associations/organisations of Scheduled Castes and Scheduled Tribes should be fully involved in the literacy work.
- b) Educated individuals born in the SC and ST families who, through advancement of career have reached better walks of life, may be involved in environment building and motivational efforts. Necessary provision to bring them to the native village and to organise a public function in their honour should be made. This would be a source of positive motivation for learners belonging to the SC and ST communities.
- c) The persons who are appointed as instructors, incharge of adult education centres in tribal areas and in ST bustis may be paid higher remuneration to start with. They may also be given preferences for employment in other similar activities/schemes being run by the Central Government.
- d) Those who are incharge of administration of various plans and programmes for the welfare, development and advancement of members of SC/ST community, should be sufficiently sensitized so that they work with devotion and dedication for protection of the interest of the members of the SC/ST community. Instructors belonging to SC/ST community and voluntary agencies working for SC and ST. A system of reward/penalty should be introduced which will ensure protection of the

instructors/animators/supervisors. Any complaint against the functionaries belonging to SC/ST or those working in the centres of SC Bustis/ST hamlets should not be acted upon unless they have been verified through the organisations/agencies set up in the constitutional safeguards for SC/ST. This is, particularly, necessary as those who work sincerely and peacefully for protecting and safeguarding the legitimate interests of SCs and STs are found open by the vested interests and exploiters who also resort to violence against members of SC/ ST when the latter want to ventilate and redress their legitimate grievances and interests.

- e) While initially there may be some structure for setting up of the AECs, in the long run, funds may be earmarked out of NREP, RLEGP etc. for setting up community centres and other developmental activities in SC bustis and tribal hamlets.
- f) Developmental functionaries may be brought to the centres in SC bustis and ST hamlets for inter-action and group discussion. Similarly, learners in centres in SC bustis and ST hamlets may be taken out to other places so that they have a better exposure to the wider world of development around them.
- g) Existing institutions like tribal orientation and study centres, Tribal and SC Research Institute and other should be associated in the development of suitable material and training courses. These could be considered as potential centres for resource development for meeting needs of each learning-milieu.
- h) In tribal areas and less densely populated areas, it may be difficult to enrol 30 persons in an adult education centre. Therefore, it is recommended that the optimal strength of a centre in a tribal area should be decided by the District Adult Education Officer with the approval of District Board of Education.

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- i) In case of certain groups largely consisting of SC/ST and whose work characteristics results in shifting of their place of work (such as construction workers, brick-kiln workers) facilities should be provided for them to continue acquisition of literacy even after they have shifted their residence and place of work to a new locality. This could be done by attaching them to the existing adult education centres or opening new centres for them, even though after shifting their number is less than the normal optimal numbers fixed for opening a centre.
- j) It is generally felt that considering the peculiar complexities and situations affecting the lives of the members of SC/ST community and in the larger interest of preparing them to participate effectively in the development process, a centre based approach may be more desirable than the individualised approach of Each One Teach One. This is on account of the fact that a centre can provide to these persons a better opportunity of interaction, understanding the situation, environment building, material, cultural and spiritual fulfilment, a better place of acquiring and sharing of knowledge and information. It is, therefore, recommended that more centres should be opened for mobilisation and enrolment of SC/ST community without hesitation and even though they may fall short of the prescribed norms/standards.
- k) As far as possible, efforts should be made to appoint instructors and supervisors (Preraks) from amongst the persons belonging to areas in which the centres are to be located. The profile of these functionaries may be in proportion to the number of centres reserved for the members of SC/ST. At the district level, officers known for personal reputation and integrity should be appointed as District Adult Education Officers and they should be provided with all the facilities available to officers of similar status belonging to other Departments.
- l) Fair representation should be given on National/State level policy making bodies to persons having background of experience, commitment and dedicated service to the cause of welfare of SC/ST and those belonging to SC/ST

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Chapter VII

Special Problems and Constraints in mobilisation
and enrolment of women adult illiterates
in the adult education programme

According to the 1981 census, the total population of India was 685 million, of which 331 million were women. There are 933 females for every 1000 males. The female literacy rate is 24.82% against the male literacy rate of 46.84%, bringing the average rate of national literacy to 36.23%. The literacy rate among rural women was still lower i.e. 17.96%, against the national average rate of rural literacy of 29.15%.

Of the 14 most populous States, large number of rural female illiterates are to be found in 5 States viz. Andhra Pradesh, Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh. These states have the lowest female literacy rates. While between them they have over 125 million rural women, which represents more than 50% of the country's rural population, they have only 12.5 million female literates, comprising 28.2% of the entire female literate population, leaving the rest as illiterate. More than half of the illiterate rural women in the country are to be found in Andhra Pradesh and the 4 Hindi speaking States of Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh.

While the gross female literacy rate is 18%, the inter-State variations are considerable. Of the 377 districts (those with rural population excluding urban agglomerations), about a third of the districts have a rural female literacy rate of less than 10% and about half less than 15%. While most States have backward districts, the largest number are concentrated in the 5 States of Bihar, Madhya Pradesh, Rajasthan, Uttar Pradesh and, to a lesser extent, Andhra Pradesh. They account for 88.9%, 83% and 67.1% of the districts with rural female literacy rate between 0-4, 5-9 and 10-14 per cent respectively. In each of the 26 districts in Rajasthan, more than 90% of the rural female population is illiterate. On the other end of the spectrum, while one of the 12 districts in Kerala has a rural female literacy rate of 49.95%, the remaining 11 districts range between 50 to 80 per cent.

Like the National Adult Education Programme (NAEP), the National Literacy Mission views rural women in the age group 15-35 years as its

primary target. But merely specifying that rural women should be the focus, does not uphold the principle of positive discrimination and is not enough. Any breakthrough in the massive illiteracy the country faces and implementation of the principle of discrimination would require an area specific approach which takes into account that the rural female illiteracy is concentrated in certain parts of the country which need priority and concentrated attention.

The area specific approach that is advocated is similar to the official strategy adopted to universalise elementary education. This strategy is quoted in detail for it delineates the rationale and features of the approach that could be adopted by the NLM.

"The central feature of the implementing strategy will be area specific and population specific planning. About 75% of the out-of-school children are in 9 States.....
... Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. While these States have been treated as educationally backward, enough attention has not been paid in the past to educationally backward pockets and groups in other States. Even within the educationally backward States, there are wide disparities which require special treatment. Sustained efforts will, therefore, be made to revitalise the educational system of the backward States and efforts will also be made to see that all backward areas in population pockets make progress to keep in pace with others in the milieu".

The adoption of a similar implementation strategy in the National Literacy Mission would involve identifying States and districts which have low rural female literacy rates. In such a list, the pride of place should have to be given to Andhra Pradesh, Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh. As observed earlier, half the rural female illiterates of India are to be found in these 5 States. For identifying backward districts, the upper limit of rural female literacy could be taken as either 10% or 15%. Of the 21 States which have 373 districts between them, 133 districts would be listed backward, if 10% criteria was adopted. There are 203 districts with rural female literacy rate of less than 15%. Evidently, therefore, an overwhelming priority will have to be given to such backward districts which are to be found in most States and those especially in the 5 'educationally backward' States of Andhra Pradesh, Bihar, Uttar Pradesh, Madhya Pradesh and Rajasthan

should receive priority under NLM. Within these backward districts, priority should be given to areas where the female literacy rate is lowest and those having a large number of illiterate women from the Scheduled Castes and Scheduled Tribes. As has been done in the case of elementary education, special programme and additional financial assistance will have to be targetted for these districts.

Both, from the viewpoint of development in general and the empowerment of women in particular, adopting area specific approach, which gives priority to promoting rural female literacy in the most backward areas, will be a much sounder approach. It is more difficult but far more important from the national perspective to make a concerted effort at raising the level of rural female literacy in Rajasthan, Bihar, Uttar Pradesh and Madhya Pradesh, than in Kerala. Illustratively, it is far more important in a State like Gujarat to promote rural female literacy in a district like Banaskantha (8.9%) than in Balsad (33.4%). Moreover, many of these areas which have low rate of rural female literacy are likely to be the areas where the primary enrolment of girls is particularly low. The 'area specific and population specific' implementing strategy for National Literacy Mission would also have spill over effect in promoting girls' enrolment and also help in the concurrent effort to universalise elementary education. Such an approach which gives the highest priority to eradicating rural female literacy in the most backward regions of the country, could be considered to be the major thrust area in the VIII Five Year Plan.

It hardly requires to be reiterated that this approach is initially more difficult to implement. It is also likely to be less efficient and more expensive since the existing institutional infrastructure in certain rural areas of the country which have low female literacy rates is not likely to be adequately developed.

Having said this, it is necessary to identify the factors and constraints which are responsible for poor enrolment and high drop out of women. Women of all ages, communities and class in general and those belonging to the SC community in particular have been subjected to varying degrees of social discrimination and economic exploitation - the exploitation taking place both, at home and at the work place. The roles performed by women both, as traditional mother and wife and also at the work place can be characterised by:

- low wages;
- hard manual labour upto 16 to 18 hours a day;

- harsh working conditions;
- unclean and unhygienic living conditions;
- sexual harassment and exploitation;
- debility of long period spent in child bearing and child rearing.
- Malnutrition leading to ill health;
- Early marriage depriving women all opportunity for participation in games and sports and also exposure to the outside world.
- low life expectancy;
- Prejudice against payment of same wages to women for same and similar nature of work as that of men.
- Absence of a delivery system to carry out the protective legislations to benefit women.
- High social costs of migrant women labour;
- Risk of displacement of women from work due to technological innovations;
- Absence of strong organisations of women workers to offer resistance to such displacement.

Measures for increasing the mobilisation of women, ensuring better enrolment and retention of women in adult education centres and better application of skills acquired by women in their day to day lives will, therefore, have to be perceived against the characteristics of exploitation of women at home and at the work place as depicted above. They are both the cause as well as effects of illiteracy. Keeping these in view, as also what has been stated in the National Policy on Education about interventionist role of education to bring about basic changes in the status of women, the following are some of the specific measures which need to be incorporated into the perspective for the VIII Plan:

- (i) In the adult education programme envisaged under NLM, literacy should not become the starting point but should enable women to think critically, to question and to analyse their own condition, to make a demand for acquiring skills and to actually acquire the skills and the information necessary to alter the status-quo. In other words, in the new perspective the adult education must enable women to move from passive acceptance of their

present condition to active self-determination of the kind of society they would like to live in and how to participate effectively in the social, economic and political process that affects their lives and take control of them.

- (ii) The educational programme for women to be meaningful would necessarily have to move away from being target-oriented to a process-oriented one. The programme must create the time and space for women to meet, to share experiences and to start the process of thinking and reflecting on their situation. There is no shortcoming to this process. "Mahila Samakhya" - a pilot programme under the Department of Education, Ministry of Human Resource Development, has aptly elaborated a detailed design of such a programme along with the necessary support structures. This pattern could be replicated in a phased manner. (A synoptic note highlighting the salient features of this programme is enclosed at Annexure V).
- (iii) Women must be enabled to exercise adequate control over the nature of educational programmes which they need. The New Education Policy talks about the Village Education Committee. In the case of women, it will be necessary to create Women Education Committees in the villages which will give women a forum to discuss their problems and plan their own education. The primary purpose behind such committees should be to activate a receiving mechanism before talking about the delivery system.
- (iv) In order that the above becomes reality and the Committees are able to function effectively, there is a need to design an animators' training programme for rural women through which a few women from different villages can be trained to form Women's Education Committees. Such training should be conducted in a decentralised manner involving local voluntary agencies and women activist groups in the village.
- (v) The adult education centre for women should be a centre of relaxation and recreation as also a centre where women can seek information about the various schemes and programmes which intimately affect their lives. It should also be a centre which can inform women about their rights and their duties.

- (vi) The content of the adult education programme for women should be reviewed and reformulated. Care should be taken to ensure that negative, gender, stereotyped images are not allowed to continue in the primers or in the various teaching aids. The content should be of direct interest and relevance to the problems which women face in their day to day lives and the solution thereto.
- (vii) The teaching methodology should be developed in such a manner that they do not depend on merely traditional method of alphabet by Rote or by passing the information. Innovations should be encouraged and developed on an ongoing basis. The teaching methodology should be such as to enable a total identification of the teacher in the learners, of the learners in the teaching process and which would eventually lead to the reversal of the role of the teacher and the learner.
- (viii) It should be emphasised that 50% of the adult education centres should be for women and all such centres should be manned by women instructors. Since one of the main problems faced in implementation of the programme is non-availability of women instructors and Preraks, there is need for relaxation of educational qualification on the one hand and measures for upgrading the educational level and skills on the other. Residential condensed courses, intensive non-residential condensed courses should be organised for rural women which would help in such upgradation. Simultaneously, in regard to those women instructors and Preraks who lack the prescribed educational qualification, opportunities of continuing education through correspondence courses and various other means should be provided.
- (ix) Experience has shown that young girls in the age group 12-15 flock to the adult education centres as the rigid patterns of the non-formal education do not suit them. School timings clash with their daily courses for example, older daughters invariably take on the duty of child care during the hours that their parents work and these are also the hours for school. There is need to design adult education programmes keeping in view the child adult women in the age group 12-15.

- (x) Most women in the reproductive age group are unable to avail of the educational facilities as they have no provision for child care and older girls in families are invariably kept out of the process as they have to care for the younger siblings. It is imperative, therefore, that any adult education centre run for women should provide child-care facilities for the duration of the class. It is equally imperative to provide other supportive services and amenities such as access to electricity, water, fuel, fodder etc. so that women have time to attend the adult education classes.
- (xi) A system of equivalency, accreditation and certification has to be designed so as to make education a serious and worthwhile experience as also one which would provide vertical mobility to women.
- (xii) Employment should be generated for women in all fields and simultaneous measures should be taken so that women are not displaced by mechanism into low skill jobs. As mentioned in "SHRAM SHAKTI" (Report of the National Commission on Self-Employed Women and Women in the Informal Sector) "...the strategy should aim at strengthening existing employment by providing appropriate support in the areas of skill training, marketing etc., protecting their employment in the sectors where it is declining due to technological advancements; creating new employment opportunities for them locally based on local markets for mass consumption goods and protecting women workers from casualisation and contractualisation which lead to their exploitation, proper and effective implementation of industrial and protective legislations. Shramik Vidyapeeths (36) which have been set up in different parts of the country to impart polyvalent education to migrant workers and slum dwellers should pay special attention to the problems of skill upgradation and retention by the women workers".
- (xiii) Involvement of university and college teachers and students in literacy and educational programmes has been appropriately emphasised in NLM. Women status units should be set up in women's colleges and junior colleges in the district. These units could be involved in the participatory research and evaluation of the adult education programme for women.

On the whole, the adult education programme for women should be sensitive to their needs and, above all, one which hightens their self-image, self-confidence, self-determination, self-help and the overall image of women in society. It should lead to an effective rate of participation of women in the affairs of the family, affairs of the society and the affairs of the nation.

CHAPTER VIII

POST LITERACY AND CONTINUING EDUCATION

One of the important findings emanating from the evaluation studies undertaken by the 7 Institutes of Social Science Research (between 1978-85) is that there was no effective linkage between basic literacy, post literacy and continuing education. Consequently the skills of basic literacy and numeracy acquired by the neo-literates could not be retained by them and there was a trend of relapse into illiteracy.

Adult new-literates are on the threshold of literacy. Although they have acquired primary access to the world of letters and to the world of information, this access needs to be widened and the skills acquired need to be refined and reinforced further. This will be possible provided the new-literates have access to a wider world of books, newspapers, journals, periodicals, a wide range of reading materials which, in addition to providing more information relevant to the day to day lives of new-literates, would also generate reading habits and promote creation of a learning society.

Keeping this laudable objective in view, the National Policy on Education recommended establishment of permanent centres in rural areas for continuing education. As a follow up, the National Literacy Mission envisages establishment of Jana Shikshan Nilayam (JSN) all over the country in a phased manner. A JSN is an institutionalised framework of post literacy and continuing education which is based on the Tanzanian Model of "Folk Schools". It seeks to take full advantage of the new vistas of communication which have been opened up for human development on the one hand and to harness the latent cultural energy and creativity in the rural areas and promote creation of a learning society in the rural/ on the other. A JSN is to be opened for every 4-5 villages with a population of 5000 with provision for relaxation in border areas, tribal and forest areas and other

inaccessible areas. The Prerak, which means a mobiliser and motivator, will be the principal functionary incharge of JSN vested with the two fold responsibility of managing the JSN and organising a series of activities therein such as (a) evening classes for upgradation of literacy and numeracy skills of the neo-literates; (b) organising Charcha Mandals; (c) conducting simple and short duration training programmes; (d) disseminating development information; (e) making the JSN a centre of communication through Radio and TV; (f) organising other cultural and recreational activities, games, sports and adverturous activities etc. and overseeing the functioning of about 8 to 10 adult education centres within the jurisdiction of the JSN. The NLM envisages that Village Education Committee will be the principal instrument in selection of a suitable person with right perception and good organising ability from the community to function as Prerak. Against this background, the following specific measures are recommended for operationalising JSNs as centre of post literacy and continuing education and also for strengthening of the library service and movement for creation of a learning society during the 8th Five Year Plan.

(1) JSN as a Centre of mobilisation.

Although promotion of post literacy and continuing education is an important objective of JSN, the activities of JSN should not be confined to this alone. It should be considered as an instrument of adult education programme at all stages name-ly, pre-literacy, literacy and post literacy and continuing education. It should also be treated as a permanent centre for environment building and awareness generation. Instead of linking JSNs to the centre based programme, JSN should be established even in places where the literacy programme is yet to start. Illustratively, a JSN in Tamilnadu is called "MAKAKALA KALVI NILAYAM" or People's Education Centre, which was the real objective of a JSN.

(2) Area of Operation

JSN should be opened in both, rural and urban areas to cater to the needs of large sections of poor and

illiterate people although keeping the resource constraints in view, priority should be given to rural areas.

(3) Enlarging the base of JSN

Although according to the existing norms JSNs are to be opened for every 4-5 villages with a population of 5000, in due course of time endeavour should be to have a JSN in every village. At the rate of Rs.7000/- per JSN, an enormous amount of Rs.4,02,50,00,000/- would be required annually. This evidently cannot be provided by the Government alone. Endeavour, therefore, will have to be made to mobilise and harness non-governmental resources like universities, banks, cooperatives, Rotary Clubs, Lion's Club, JAYCEES and other NGOs so that a large number of JSNs can be established practically covering the whole country during the 8th plan period. It is hoped that 30000 JSNs would have been set up by 30-3-1990. The target is to set up a total of 1,20,000 JSNs by the end of 1995.

(4) Involvement of Community in JSN movement

JSN is an institution of the people, for the people and by the people. It has, therefore, to be planned, shaped and implemented by the people. It is imperative, therefore, that the community should be given a major responsibility in building up the JSN. In due course of time, when the projects like RFLP and SAEP (with whom the JSNs are initially linked) and the JSNs come to stay as permanent institutions, they should be registered as a society which would help them in seeking financial assistance from a number of non-governmental sources.

(5) Selection of Prerak

The Prerak in-charge of JSN should either have worked as an instructor, incharge of adult education centre, whose performance would have been outstanding or a dedicated social worker from out of the community. The Village Education Committee (as and when they are set up) should be the principal agency for selection of the Preraks. This would ensure involvement of the entire

village community in the process of selection. The Village Education Committee may take the help of school teachers in the village, important members of the village community and Panchayat who have an intimate personal knowledge of the character and antecedents of people and such other institutions as it may deem necessary. The entire process of selection should be as objective and dispassionate as possible with thrust on women, members of Scheduled Caste and Schedule Tribe and minorities. Since women would be an important beneficiary of JSNs, at least 50% of the Preraks should be women. In such cases where women or members of Scheduled Caste and Scheduled Tribe with the prescribed educational qualification are not available, persons with good organisational ability, of commitment to the community welfare work should be considered. Facilities for continuing education of such functionaries may have to be provided so that they are able to retain their skills in teaching.

(6) Training of Prerak

The Prerak needs a very effective, decentralised and different type of training which should be fully participative and communicative. Such training will have to be provided on a decentralised basis with the help of talented resource persons to be selected locally from the teachers' training institutions, secondary and higher secondary schools etc. Such resource persons may be trained by the SRC concerned. It is envisaged that District Resource Units (DRUs) (both, as an integral part of District Institute of Education and Training (DIET) and independent of DIET) would be providing this training. A phased programme for imparting such training on a large scale decentralised basis should be worked out by the State Directorate of Adult Education in consultation with the State Resource Centres. The close and constant feedback may be obtained from the trainees after they have started functioning as Preraks with a view to ascertaining the actual use of training in their day to day work.

(7) Outreach of Women by the JSNs

It is generally apprehended that on account of socio-cultural barriers, restricted mobility and lack of strong motivation for further learning, women learners may not take full advantage of a JSN if special efforts are not made to this effect. To overcome this problem, it is suggested that the JSN Committee/Village Education Committee should have a good representation of women. Besides, the programmes of JSN should be organised regularly on a rotation basis in each village of the cluster and Circulating Library System should be made very effective. Mahila Mandals should also be mobilised and actively involved in the management of JSN.

(8) Operation of JSNs

- a. It is also apprehended that if due care is not taken to support the weaker sections in the villages, the JSN may be taken over by the dominant communities and the weaker sections might be marginalised in the running of JSNs. To overcome this problem, it is suggested that the membership of Village Education Committee should heavily tilt in favour of weaker sections. The place where the JSN is to be located should be a central place or an area which is inhabited by the weaker sections.
- b. In order that the JSN becomes truly a People's Education Centre, it should be kept open throughout the day and not merely few hours of the evening. This could be done by mobilising voluntary services of various organisations in the village on rotation.
- c. The NLM envisages the possibility of supply of a TV set and a Video-Cassette Player for every JSN. An experimental project called "VIVEK DARPAN", which is being jointly launched by the Electronics Commission of India and the National Literacy Mission Authority, will be installing 100 Community TV-cum-VCP sets/100 JSNs. This is a modest beginning

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and needs to be continued and extended further so that the JSN becomes truly a Centre of Information.

d. Supply of Reading Material

Preparation, production, selection and distribution of materials for new-literates is a challenging task. At present there is scarcity of such materials. It is hard to visualise that all the SRCs would be able to deliver quality materials within a short time.

A large number of other institutions like NBT, CIIL, CHEB, ICAR, SVPs, Extension Departments of Universities and other private publishers will necessarily have to be roped in to take up this work. Newspapers, journals, periodicals, bulletins published by the State Resource Centre and other agencies which are suited to the felt needs, tastes, and interests of the new-literates will have to be specially designed. The development departments will have to be oriented to produce their material in simple language so that new-literates could benefit from them.

e. Opening of extensive printing facilities

The existing process at the district and State level will have to be mobilised to cater to the needs of rural readers on a large scale. Special efforts may, however, have to be made to develop a good base for printing in the rural areas.

9. Library Service and Movement

One of the major functions of the JSN is to provide Library-cum-Reading room facility. There are already a large number of district and local level libraries in some States like, Kerala, Karnataka, Tamilnadu, Andhra Pradesh and West Bengal which have also provided a statutory support to the library movement. There should therefore, not be much difficulty in mobilising library services in these States. Government had issued a circular to all the State Governments sometime back to link all the public libraries with JSN libraries. Response

from some State Governments to the circular has been found to be encouraging. It is only in those States where Library Legislation or Granthashala Movement did not take place that intensive effort will have to be taken to link the public libraries with the JSN libraries. Keeping this broad objective in view, the following specific measures will be taken :

- a. The facilities of block and district libraries and those of the school libraries to be opened under "OPERATION BLACKBOARD" may be linked with the JSN libraries in the larger interest of readers.
- b. Raja Rammohan Roy Library Foundation should consider JSNs as libraries and provide grants to purchase books for new-literates.
- c. The existing rural libraries in different states should be revitalised and linked with JSN. Wherever they have large building, JSN should be accommodated in them. The services of the librarians should be utilised to impart training to Preraks in running of library and reading rooms.
- d. Every public library at the State or district level should, by rule, must have a new-literate section. Books could be exchanged between the JSN and other libraries on institutional lending basis.

With a view to strengthening the library service and movement and to facilitate millions of new readers to get suitable books to read, every State must enact a Library Legislation.

10. Coordination with Development Departments

It has been visualised that the JSN would function as a 'single window' for development information and provide simple and short-duration training in vocational skills. This will be possible only when functionaries from different departments at the village, block and district level feel that JSN could be a good forum for disseminating

the development information and for training of the rural youth. Judging, however, from past experience, this kind of cooperation is not readily forthcoming from the development functionaries. Some of them are even averse to this idea. Lot of orientation and change of attitude of these functionaries would, therefore, be needed to get the desired cooperation from them. Certain institutions like the Khadi and Village Industries Commission, District Rural Development Agency, DWACRA, Krishi Vigyan Kendra etc. should be closely involved with the activities of JSN. It is not enough that development functionaries just visit the JSNs but that they spend some time with the neo-literates who might have assembled at the JSN, interact with them and ascertain their felt needs, preferences and genuine interests and provide necessary guidance and support to them.

11. University System

a. Continuing Education by University Extension Deptts.

All Adult, Continuing Education and Extension Departments of Universities must play the role of providing continuing education to general public as well as neo-literates, as is being done by some of them at present. They should develop short-duration courses to be conducted by them directly in their campus and in the JSNs.

b. Student Involvement

The J.P. Naik Committee had provided a model for the students to help the neo-literates which visualises distribution of books by a student to 10 families. This model, in the opinion of the Sub-Committee, is still valid. As the students are involved in providing literacy, they should also be involved in providing post literacy services.

c. Literature and Media Material

All the university Departments of Adult, Continuing Education and Extension should continue to develop literature of technical nature and reading material and media material for the neo-literate as is being done by some of them.

d. Krishi Vigyan Kendras

Agricultural Universities which have Krishi Vigyan Kendras and which have done a commendable work in continuing education must hold in developing short duration courses for agriculture, animal husbandary, fisheries, sericulture etc. which could be delivered at the JSNs.

12. Jana Shikshan Nilayams

Jana Shikshan Nilayam is to be visualised essentially as a community institution which is different from an institution set up by the Govt. As a community institution it is expected to mobilise all sections of the society and harness the cultural energy and creativity latent in all sections of the society so that it can convert itself into an effective centre of promotion of a learning society. In order that this laudable objective is achieved, an endeavour should be made to evaluate resources from a variety of sources to set up JSNs in large number instead of looking up to the Govt. as a sole source of funding. As a matter of fact, all organisations, institutions and agencies such as employers, trade unions, non-governmental organisations, shramik vidyapeeths should endeavour to set up JSNs with contribution from the community. Keeping this strategy in view, the Central Govt. should make sure that funds are made available fully in time, atleast for the first two years of the 8th Plan period and there-after, JSNs of the required number should be set up with the contribution from and involvement of the community.

13. Honorarium of the Prerak

In view of the overall increase in the prices of goods and services, and also keeping in view the nature of duties assigned to Preraks, the honorarium of Rs.200/- per month has not been found adequate. This needs to be increased. Similarly, in view of the increase in the cost of production of books and other materials, the existing provision for this purpose does not meet the requirements. Accordingly the expenditure on setting up of the one JSN needs to be increased from Rs.14000/- at present to Rs.20000/- per JSN (i.e. Rs.10000/- recurring and Rs.10000/- non-recurring), if not more.

CHAPTER IX

Media and Communication

The role of media in the National Literacy Mission will have to be perceived and conceptualised in two ways namely, (a) media as a tool of environment building; and (b) media for spreading the message of literacy and for actual imparting of literacy. In regard to first, the environment could be physical, cultural, political, economic and social. Irrespective of the form, the overall environment must be conducive to literacy and learning as a total effort. Such an effort has a number of components such as, (a) mobilisation of the learner; (b) enrolment of the learner (c) retention of the skills acquired; (d) reinforcement and continuation of skills; and (e) application of skills in true-life situation. There could be two different situations in regard to need and demand for literacy amongst the members of the community. Where there is a natural and spontaneous demand from the members of the community towards literacy as it happened in the Gram Shikshan Mohim in Maharashtra in the early 60's, it can provide a fillip to the effort of mobilisation towards literacy. In such a situation the individuals are highly motivated and have a spontaneous and natural urge to learn with conviction as such learning would enable them to overcome their handicaps/disadvantages and provide in them a state of better awareness and wellbeing. In a situation, however, where there is no natural and spontaneous demand for literacy or urge for learning by the members of the community, such an urge will have to be motivated through powerful means of publicity such as, media (both traditional and non-traditional). Media can help in removing the cynicism and scepticism, the doubts and misgivings about the need for and relevance of literacy and can project the demand for literacy in its correct perspective.

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 8th Plan period (1990-95) fits in very well within the framework of Phase-II of the Mission. There are two important events

which are going to take place during this phase-II and they are (a) International Literacy Year commencing from 1.1.1990. and (b) decennial census of 1991. Both are extremely important events which reinforce the need for an intensive media coverage and support to build the right type of environment which can help in mobilisation and enlisting of support of all sections of community in the literacy promotion efforts.

Against the above background, the following can be listed out as the major issues in an effective media coverage and support for NLM.

ISSUES:

- It is necessary to develop a communication plan which can facilitate creation of demand for literacy and also support the provision of services associated with literacy such as training and direct teaching through the media.
- It is necessary to create an ambience in favour of literacy and build up an environment where literacy skill is perceived as essential.
- Literacy cannot be isolated from the wider process of economic, social and cultural development. As a matter of fact, it is intrinsically linked with the modernisation process. We need convergence of programmes and initiatives taking place in other nearby and related fields of health, hygiene, sanitation, family welfare, rural development, conservation of environment to make adult education relevant.
- The relative poverty and economic backwardness of the major clientele of NLM (rural women, Scheduled C^oastes and Scheduled Tribes) makes it difficult to reach messages or negotiate in a bilingual process with them by using participative media.
- The skills of the instructor, student volunteer and other field functionaries of adult education will, therefore, have to be carefully chiselled so that their interaction is meaningful and effective. It is imperative that a very high quality training programme which is participative and communicative in character and content is designed for this purpose. Media materials should be so designed as would support such training programmes and/or self-instructional learning packages of high quality.

- Undoubtedly, the electronic media both, in the broadcast mode of radio, T.V. and the non-broadcast mode, have an **enormous impact**. However, availability of playback equipment and, furthermore, access to them is often denied to those very vulnerable sections of the community who are the principal clientele of the Mission. To enable the media to make an impact, necessary access to media has to be created. This may require active cooperation of and coordination with other development agencies.
- Literacy which is a fundamental human right, is linked with language and literature and, therefore, with expression. We can, however, place a higher premium on language and literacy (than what is presently rated) only through providing an encouraging support system to the traditional/folk performing artistes and local cultural traditions. It is imperative that we create local nerve centres of communication activities to generate such a cultural resurgence.
- It is necessary that communication and media should not only be understood as products but also related to interactive processes both, horizontal between learners or between learners and instructors as well as vertical, up and down, from the field functionaries to the project supervisors, administrators and planners.
- It is necessary that due importance is given to research, both formative and summative in the preparation and utilisation of communication skills.
- The adult education programme has remained within the ambit of government sponsored, government funded and government controlled activity. It is necessary to degovernmentalise the programme with a view to ensuring full support of the community and the nation.
- Production of communication materials should be entertaining informative and educative. All the 3 functions are equally important for every programme.

THRUSTS :

The central thrust of all communication and media activities in the implementation of National Literacy Mission, therefore, should be to transform the present

Government programme into a truly National Mass Movement and a Societal Mission. It is equally important that in order to achieve this, a very high degree of expertise will be necessary with requisite technical, managerial and creative skills to plan and execute such a task.

1989-90, which is the final year of Phase-I of the Mission and which is also the 'preparatory year' to the launching of the 8th Plan should, therefore, be spent in a massive social mobilisation campaign using available social marketing techniques so that necessary support for the Mission/Movement can be generated. The 8th Plan will thus emerge at a time when the quality of service and response to the demand will have to be met. It is here that carefully planned and well-executed software for environment building, motivation and training will have to be produced and utilised extensively. Optimal decentralisation and use of participatory means and mode should be encouraged as much as possible.

SPECIFIC RECOMMENDATIONS:

- (1) It is necessary to create a small core group of communication professionals within the National Literacy Mission Authority or the National Institute of Adult Education. These persons should be highly skilled, full of empathy and sensitivity to the Mission and to its clientele, fully committed to their task and will function at the national level to evolve and execute a strategy for action with ongoing monitoring over the next 5 years. This group could be assisted by a team of 6 to 8 persons at the regional level located at selected State Resource Centres to execute their task. This group will function like commissioning editors and will be responsible to design research studies, prepare production briefs, negotiate contracts with procedures/research institutions/performing artistes/troupes, oversee production processes and ensure regular and proper utilisation. This group should have the final authority and flexibility to execute the task of preparation, distribution and utilisation of high quality software for the National Literacy Mission.

- (2) It is evidently acknowledged that preparation of software for the National Literacy Mission is a highly specialised task and we need to identify high quality professional researchers, trainers and producers, give them direction and empower them to undertake such assignments. It is necessary to give institutional support and strength to existing organisations like SRCs and selected voluntary agencies specialised in communication skills and sensitive towards the needs of National Literacy Mission. This may include capital investment in Software Programme, Production Equipment and recurring expenses for staff salary and other incidentals.
- (3) In order that I & B personnel and more particularly of AIR and Doordarshan are closely involved with NLM, there is need for identifying contact points in AIR, Doordarshan, Director, Regional Field Publicity, Director, Audio-Visual Publicity and provide intensive orientation and training to these functionaries.
- (4) The International Literacy Year which is going to be launched from 1.1.1990 will provide a launching pad for series of programmes for an intensive literacy drive all over the world. Between now and till 31.12.1989, there is need for making intensive preparation with a view to creating intensive public awareness about the need for and relevance of literacy. An intensive campaign would mean convergence of publicity through the media and therefore, it is necessary that a proper plan is prepared for this purpose. It is necessary that the individuals at the national level are identified in each I & B Unit, particularly Doordarshan and AIR, who will participate in the planning effort and will also be responsible for ensuring adequate and sustained support to the campaign from all stations of AIR and Doordarshan.
- (5) AIR and Doordarshan have a more positive role to play in (a) disseminating the message of literacy; (b) broadcasting and telecasting programmes on adult education; (c) broadcasting radio plays and telecasting films on adult education; (d) organising interviews, quiz programmes and ~~curtain~~ 'curtain raiser' programmes and producing 'quickies' with a view to sensitizing the viewers about

the Mission and its objectives. The coverage of AIR today is extensive (93%) and is likely to go up to 97% in the coming years. The coverage of Doordarshan is about 72 per cent and needs to be substantially augmented. While suggesting that the coverage of AIR and Doordarshan should be augmented, we should simultaneously build up the ground support so that whatever infrastructure is created is made full use of. Such ground support could be by way of (a) production of high quality programmes through SRCs, DRUs and other voluntary agencies for broadcast and telecast; (b) bringing the Directorates of Adult Education, State Resource Centres, AIR, Doordarshan, DAVP, Song and Drama Division, creative thinkers, writers, artists and outstanding adult educators together through Advisory Committees at the national level (A National level Media Advisory Committee has since been constituted with the Secretary, I & B as its Chairman) and State level ensuring that such programmes are designed which are imaginative, perceptive and appealing to the viewers and listeners. The quality of the programme should be critically reviewed by inviting open comments from large cross sections of the community including the adult learners.

- (6) In addition to the modern media, a very rich tradition of folk media in the shape of theatre groups and cultural troupes in different States namely Harikatha, and Burakatha in Andhra Pradesh, Opera and Theatre in Maharashtra and West Bengal, Yaksha Ganam in Karnataka, Pala and Daskatha in Orissa. Besides the organised theatre groups and cultural troupes, there are enough artistes of high talent and calibre. It is necessary to design a mechanism by which such rich talent can be fully harnessed for spreading the message of literacy and for creating of an environment both, in urban and rural areas. In addition to the Song and Drama Division, Sangeet Natak Akademy at the national and state level, we could also think of good voluntary agencies to mobilise such theatre groups and cultural

troupes and use them as effective medium for transmitting the message of literacy. For this purpose good plays and songs will have to be designed which can be taken up either by the State Resource Centre or by reputed voluntary agencies. In view of the fact that performance of such theatre groups and cultural troupes cannot be repeated over a long period of time, a beginning may be made in few States on a selective basis. A directory of such theatre groups and cultural troupes may be prepared, close contact established with them to ascertain their priorities and willingness to work for the Mission and those of them willing to work for literacy should be mobilised and deployed.

- (7) The new institutions like the JSNs and DRUs have a crucial role in fulfilling the objectives of the Mission. They could easily become the local nerve centres of communication activities and could develop the expertise in utilisation of mass media like Press, Radio and TV. In the above scheme, the JSN is required to become a centre for cultural, recreational and educational activities.

Chapter X
Academic and Technical Resource Support

The nation-wide launching of the Mass Campaign for Literacy Mission set the tone and the pace towards massification of literacy programmes which hitherto had remained confined to Rural Functional Literacy Projects, State Adult Education Programmes (government agencies); college students (through MPFL) and voluntary agencies (most on the pattern of RFLP). There had now been a perceptible shift of emphasis from the centre based project approach to widening of the mass approach. During the last one year, a number of mass campaign approaches and programmes have come into being namely, Saksharta Abhiyan in Gujarat, involvement of School Students from Class IX onwards in Delhi and Rajasthan, Involvement of Non-student Youth (through youth clubs and NYKs), housewives, retired persons and other educated individuals, involvement of welfare organisations of the wives of defence personnel, programmes in Metropolitan cities, 'Operation Cent Percent' in Coimbatore, 'Operation Cent Percent' in Ernakulam, Involvement of ex-servicemen in eradication of illiteracy in 50 blocks. In a vast sub-continent like ours, handling 80 million adult illiterates would mean dealing with 80 million approaches to tackle 80 million problems. Multiplicity of varying situations, linguistic and cultural diversity and diversity of individual preferences, felt needs and interests, ecological variations and the ever changing socio-economic milieu only emphasise the need to try out and encourage as many conceivable diversified and feasible approaches in the country as possible.

This diversity will also necessarily be the 'corner stone' of any programme of development of a good academic and technical resource support which implies production of standard teaching learning materials, imparting training to adult education functionaries at various levels and certain other inputs like Supplementary Readers, Charts, Posters etc.

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The demand for a sound economic and technical resource support are likely to multiply further, due to the programmes like APPEAL, International Literacy Year, recent SAARC Declaration on Literacy. Besides, the whole resource support should be so developed as to make it possible to respond to the new and additional demands which are bound to be met within as short a response time as possible. Thus, the success of the Mission in the 8th Plan would depend on its ability and amenability to respond to unstructured and ad-hoc kind of demands.

Keeping the above perspective in view, the following specific recommendations are made in regard to production of teaching learning materials, training and technical resource support structure at the national and State level:

a. Production of Teaching Learning Materials

The State Resource Centres from the very beginning (since 1976) have been made responsible to provide creative and innovative resource support to adult education programme through need-based curriculum, need-based materials and provide leadership for promoting linkage of adult education with other development programmes. They are also expected to organise promotional and field publicity work for building up an appropriate environment, conduct research and documentation for disseminating information about the adult education and other development programmes. In the context of National Literacy Mission, they are required to improve the quality of adult education programmes in the country by improving quality of teaching learning materials, undertaking studies to improve learners' motivation by enhancing the pace and quality of learning and paying adequate attention to post literacy and continuing education.

For the first time, an attempt has been made in the National Literacy Mission document to define the Characteristics of (Standard Learning Materials'.

These are:

- create motivation among learners and sustain it.
- increase instructor's effectiveness.
- enable learners to retain and use literacy.

The learning material includes:

- motivational material used at pre-literacy stage.
- primers and work books used in adult education centres.
- aids used by instructors.
- literacy kits to be used by students and volunteers.
- post-literacy materials.
- books, journals and newspapers, as well as distance learning packages, for continuing education.

In order that the learning material conforms to the above description, it must be closely related to the felt needs and interests of individual learner as well as the community. This co-relation should not have been more relevant in any case than in the case of certain disadvantaged sections of society such as, members of Scheduled Caste, Scheduled Tribes Backward Class and women. In order to ascertain as to whether the learning material has actually reflected the needs and interests of the learners and those of the community, it is necessary to have a thorough inter-action with specialists, field workers and learners in the process of production, to have the material field tested thereafter and to obtain the response of the actual user. The material could be adopted by the AEC only on the strength of satisfactory results.

Besides, the material produced by the SRCs will have to conform to two more aspects namely, (a) Improved Pace and content of Learning, and (b) Imparting instructions through the medium of the language spoken by large groups of people, which may be distinctly different from the State language or Regional Language.

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In regard to the first, a decision has already been taken (by the Executive Committee of NLMA) to reduce the overall period of learning from 300-350 hours to 150 hours without diluting or compromising with the content and quality of the programme. The teaching learning material to be produced by the State Resource Centre will have to conform to this important criterion. In other words, the materials should be so designed that they are well-visualised, well-illustrated, simple, intelligible, non-threatening and contain all components of literacy, numeracy, functionality and awareness.

The second strategy is somewhat more difficult and complex than the first. It envisages designing of bilingual primers in which literacy can be imparted through the language/dialect spoken by large groups of people (1 lakh for a State and 5000 for a Region within the State) who are ethnically and linguistically minority groups. The script of the primer could be the script of the State Standard Language. The bilingual primer should act as a bridge or a medium for switching over to the State Standard Language/Regional Language at an appropriate state which should not be more than 4 months from the commencement. This process should involve a number of consequential steps such as:-

- (a) Identification of language/dialect spoken by large groups of people.
- (b) Identification of such groups.
- (c) Defining or laying down a criterion as to what constitutes a large group.
- (d) Preparation of bilingual primers and ensuring that the needs of such disadvantaged sections are fully reflected in these primers.

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- (e) Field test of the primers and revision on the basis of field test.
- (f) Imparting orientation and training to the adult education functionaries and particularly the instructors and supervisors.

The teaching learning materials for both centre-based programme as also the MPFL should be designed that they give a sense of achievement and fulfilment right from the first day the learner attends the adult education centre. Even a few week's learning is expected to lead to a credible level of learning which could be tested and credited. The end of the course is expected to take the learner to the NLM norms which could be assessed by the learner himself/herself by the instructor, Prerak or any other agency without any element of doubt.

Keeping the above principle in view, it has been decided that the basic literacy material would be structured in the following manner :

- The primer would be in three parts. The first part would enable the learner to read and write words (and sentences) with most frequent letters and vowel signs and to read and write numbers upto 50;
- The second part would enable the learner to acquire reading and writing ability of words and sentences covering almost all the letters, vowel signs and some conjunct letters and also do simple addition and subtraction.
- The third part would make the learner able to read with comprehension a small passage, fill in simple forms, compute simple sums involving multiplication and division
- All the three parts would provide a course of about 20-24 weeks.
- Each part would have the lesson units, exercises/drills, two tests and a detachable evaluation tool.
- Altogether there will be six tests and three detachable evaluation tools. The last evaluation tool would assess whether the learner's achievement is equal to the NLM norms or not;

- There will be no separate exercise books, no workbook, no numeracy book, besides the three books as above.
- Each part of the book would contain a detachable certificate stating that there would be common material for all the varieties of the programme such as RFLP, MPFL, etc.

Other materials

Besides the learners' material, there should be pre-literacy motivational materials like cards, posters, charts songs, slogans, games etc.. The following instructor's material would also be made available:

- a) Materials which have been given to the learners.
- b) Teachers' guide.
- c) Resource Material.
- d) Aids/equipment.
- e) Personal diary.

Keeping in view the fact that both the 8th Five Year Plan as well as the International Literacy Year would commence from the beginning of 1990-1991, the above materials are expected to be ready by 1990 and the entire Action Plan is expected to be oriented in this direction.

In order that the above tasks are fulfilled with utmost promptness, we need to provide a good infrastructure to all SRCs comprising of a good building with sufficient accommodation for officers and staff, space for conducting training of large number of adult education functionaries, conference room for holding State and Zonal level consultations, processing laboratories for making films and slides, vehicle for better mobility and mass contact with the field etc.

As a measure of strengthening the State Resource Centre, some of the recommendations have already been approved and the inputs have been provided to the State Resource Centre in April, 1988.

Some of the State Resource Centres which were set up in the 70's need to be considerably strengthened and activated in view of the increasing demand. States like Uttar Pradesh, Bihar, Andhra Pradesh, Madhya Pradesh and Tamilnadu may need

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to have more than one State Resource Centre. Some SRCs should decentralise their work to look after the special needs of the region having distinct and special features. To ensure production of relevant material in required number to meet the diverse requirements of different clientele and to ensure their smooth distribution and timely utilisation, District Resource Units will have to be established soon. The staff of DRUs need to be equipped with training, not only in the production of teaching learning materials, but also in preparing wall newspapers, neo-literates' bulletins and in replication of basic and other literacy and post literacy materials.

Good quality books, games, biographies and autobiographies comics and other materials for neo-literates should be produced in all languages and in sufficient number, especially keeping in view the setting up of 1,00,000 JSNs during the 8th Plan period. Organisations like NBT and Children Book Trust must be involved in this exercise. Review, selection and sanction committees should be established jointly by the State Resource Centre and State Directorate of Adult Education at the State level and by the DRU and DAEO at the district level. These Committees should ensure that the books reach the JSNs and the village libraries and are in fact utilised by the neo-literates and others in the village.

b. Training

- In view of the likely increase in the number of instructors particularly women instructors and volunteers during the 8th Plan period, alternative strategies, methodologies etc. may have to be worked out and appropriate agencies established or identified for imparting training to a large number of instructors and volunteers on a highly decentralised basis.
- Experience has amply demonstrated that training of instructors should not be left entirely to the Project Officials. Planned efforts may, therefore, be made for adopting a multiplicative strategy for training including training of trainers youth leaders, resource persons and others. While some SRCs have attempted an exercise in making a detailed action plan in the field of training such plan for training of large number of functionaries at different levels would need to be prepared by the Directorate of Adult Education, Govt. of India by SRCs and DRUs.
- With their present size, Dte. of Adult Education, Govt. of India, State Resource Centres and District Resource Units will not be able to meet the full training load and demands. It is imperative, therefore, that additional training institutions of repute and standing should be identified at the national, state and district level while upgrading the existing institutions.

With a view to enlarging the capabilities of NIAE, SRC, and DRUs in the field of training, the possibility of engaging the services of consultants and Senior Fellows in such institutions should be explored. The NIAE, SRCs and DRUs should essentially form a networking system and collaborate with each other in discharging the task of training with institutions having the necessary infrastructure and competence. The NIAE SRC and DRUs should be permitted to obtain staff on deputation from colleges, training institutions and special institutions related to adult education work. Voluntary agencies, Cooperatives and competence in the field of training should also be involved in the process of expansion and decentralisation of the training system.

Keeping in view the likely substantial increase in the number of JSN Preraks during 8th Plan period, appropriate training modules for them should be designed. It is expected that at least 50% of the Preraks would be women. This will mean a different kind of training programme to be designed for them. The SRCs and DRUs must be strengthened to enable them to handle such heavy workload of training on the one hand and identify large number of resource persons at the district, sub-division and block level who could assist the SRCs and DRUs in imparting training on the other. Necessary arrangements for training such resource persons will also be made.

Extensive use of electronic media for training of adult education functionaries during the 8th Plan period will have to be made operational in consultation with institutions like ISRO, ET&T, NID and MCRC, which are already engaged in production of a number of training films.

∟ Trade Unions and NGO possessing the capability.

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Technical Resource Support Structures

NATIONAL LEVEL

In view of the new thrusts and additional demands for technical resources support in the context of NLM, the NIAE should be a professional body enjoying considerable financial and academic autonomy. It would need strengthening of the infrastructure in the form of building, equipments as well as professionals of high calibre in an appropriate manner. The NIAE will have to take a lead in promoting national network of resource support system. The NIAE should be a non-formal non-hierarchical and professional organisation designed to promote faculty development, appropriate materials, mutual help and reinforcement, recognition and promotion of outstanding work, decentralisation of management of adult education and the outreach of the resource support. All such activities should aim at promoting greater professionalism among the resource institutions in the country. NIAE will have to take up new and innovative projects and activities. It will, therefore, need to institute fellowships to induct professionals to assist the institute. The role of the NIAE should be that of a coordinator, promoter and facilitator. It should enable ERCs to develop expertise in relation to the needs of their State and also in relation to some aspects of the adult education programme (pedagogy, material production, mobilisation, folk media, technology, training process for special areas of concern such as members of SC, ST community, Nomads etc.).

STATE LEVEL

There is need to strengthen the existing State Resource Centres both through infrastructural facilities as well as strengthening the professional capabilities of staff. Small States like Sikkim, Tripura, Arunachal Pradesh and Manipur with their

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linguistic divergence and cultural variety should have independent resource units. The SRCs should take up the responsibility for providing total resource support to DRUs and to help them to develop as decentralised centres of reaching resource support to the ground. The interface between the SRCs and DRUs should be guided by the principle of coordination and not of subordination. The staffing pattern for all SRCs cannot be uniform. We should develop criteria for staffing on the basis of (a) numerical loads of training and material production (b) area of the State concerned and (c) special problems like predominance of tribal areas, desert areas, hilly terrain, and multiplicity of language to be handled by the SRC concerned. The pressing problems of lack of space, equipment and staff of some of the SRCs should be objectively looked into and steps taken to remove the inadequacies.

DISTRICT LEVEL

There is an urgent need for establishment of District Resource Units (DRUs) for all the 450 districts in a phased manner. The DRUs should be set up either as integral part of DIET or independent of DIET. As a matter of fact, a number of DRUs have already been set up as integral part of DIET. DRUs would best serve the purpose of NLM if they are promoted either by voluntary agencies or by autonomous registered societies. The immediate task of the DRU should be to impart training to the large number of adult education functionaries but, in course of time, they should be encouraged to prepare and produce materials for teaching learning and training as well. The SRCs should play the same role of exchange of staff between 'NIAE and SRCs' and 'SRCs and DRUs' could also be explored.

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TECHNO-PEDAGOGIC REQUIREMENTS

The task ^{force} constituted for the technology demonstration process for NLM has done a fairly good job in identifying the techno-pedagogic requirements for NLM. There is, however, still need for new TPIs not merely for improving the efficiency and effectiveness of AECs but also for that of NIAE, SRCs and DRUs. Illustratively, Projection TV or Videorama has been identified as one of such inputs for training purpose for the NIAE and the SRCs. Similar exercise must be undertaken to identify all such TPIs which will contribute to the improvement in the overall learning environment, quality of functional literacy programmes (including quality of training and overall human resource development).

EXHIBITIONS (BOTH STATIC AND MOBILE)

With increased publicity being given to NLM new demands are coming for holding exhibitions and to supply exhibits. In the perspective planning for future sufficient space may, therefore, be provided to the NIAE, SRCs and DRUs to set up permanent exhibitions. Financial allocations should be made to the NIAE, SRC and DRU to create mobile literacy exhibitions which could be taken to towns and villages on occasion of trade fairs, festivals etc.

HOARDINGS

The message of the National Literacy Mission is yet to percolate down and to reach all sections of society in both urban and rural areas. Under the NLM, a wide publicity through media is, therefore, imperative. For this purpose large size and attractive hoardings should be erected along the important highways and in important locations and meeting places in the towns and villages all over the country.

CHAPTER XI

Management Information System Monitoring, Evaluation and Review - CREDIBILITY THEREOF

MONITORING AND EVALUATION MECHANISM:

Monitoring and evaluation can be regarded essentially as tools for identification of the strengths and weaknesses of a system and designed to make the objectives operationally more realistic in order to ensure effective implementation of the redesigned programme under given constraints and available resources - both material and human. The broad strategy of implementation of adult education programme as conceived in the National Literacy Mission emphasises the need for having a more efficient management and monitoring system particularly keeping in view the past experience where the system lacked credibility. In the context of NPE - 1986 and the Programme of Action formulated therein, people have a right to expect concrete results as well as the need for new thrust on designing system which will ensure reliability and steady flow of information needed for improvement in management at all levels.

Monitoring of adult education programme has the following major aspects

(i) Physical Aspects: Information relating to the number of centres in operation, location of centres, adequacy of seating and lighting arrangements, supply of equipment, attendance, coverage of women and of persons belonging to SC and ST etc.

(ii) Academic and Technical Aspects: Information on programme content, availability and suitability of instructional and learning materials, training of persons including provision for inservice training.

(iii) Financial Aspects: Information relating to timely release of funds from the highest to the lowest level, timely payment of honoraria to the instructors, timely procurement and supply

of teaching learning materials, teaching aids (including audio-visual aids etc.).

(iv) Administrative Aspects: Information pertaining to appointment and placement of personnel, arrangement for coordination between different departments.

PRESENT INADEQUACIES NEED FOR MANAGEMENT INFORMATION SYSTEM:

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 several deficiencies which would have to be eliminated keeping in view the long-range perspective of the 8th Plan where the agencies to implement the programme will considerably multiply and the size of the programme will also be substantially stepped up to reach a goal of making 80 million people functionally literate. The inadequacies and deficiencies of the existing system are as below:

- The information received is considerably delayed.
- The information received is not complete in all respect.
- The feedback from the grassroot level is poor.
- Credibility of the reported information is often questioned.

During the coming years and more so by the time the 8th Plan comes into operation, the MIS would have to be more foolproof to take care of these deficiencies and respond to various programme dimensions such as planning, management, appraisal of results and reformulation of programme objectives. Broadly speaking, the following will constitute the new thrust areas of MIS under NLM.

- MIS should be an enabling tool and a mechanism not for controlling but for facilitating programme delivery.

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- Absence of any self-evaluation mechanism which may generate self-confidence of the learners;
- Non-existence of regular and effective testing and evaluation system linked with certification which may boost self-image of the learner and open up further avenues and opportunities of learning.

The assumption in the improved pace and content of learning is that learning takes place in a manner and environment which makes it a robust, joyous and lively experience. It becomes a voluntary and self-directed act, not merely through a pre-designed teaching learning material, but also from the environment. In this process, due to heightened motivation not only the learners learn faster but they also learn more.

An improved design for evaluation of learning outcome is, therefore, to be characterised by the following governing principles:-

- It should be incapable of being tampered;
- It should be credible;
- It is easy and simple to use;
- It is uniformly applicable;
- It is able to provide evidence of learner attainments both in quantitative and qualitative terms;
- It is able to promote a spirit of correct and authentic reporting of learner achievements;
- It helps in determining the learning duration according to the own pace of learning and performance in the tests.

The entire learning evaluation process is to be characterised by the following elements:

- It should be self-assuring; it could assume the form of open book examination;

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- Achievement of literacy status and not enrolment should be the main stress.
- Accountability through area specific approach.
- Involvement of Village Education Committee.
(MIS being subject to cross check, it should be an administrative effort through a collective body like VEC instead of being left to the whims of one individual i.e. Instructor).
- In the context of reduced span of supervision (from 30 AECs to 10 AECs), more time should now be available for supervision and guidance for larger number of AECs; thus facilitating the process of collection of information by the Prerak from the Instructor through discussion.
- Computerisation of the information system 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.
- Maintaining control on the quality of implementation of the programme.
- Involvement of external evaluation agencies to ensure cross verification.
- Introduction of the concept of Council of Social Audit to discharge effective watchdog function.

Evaluation of Learning Outcome:

Motivation of the adult learners to come and stay in the Adult Education Centre which is long enough to acquire a minimum level of literacy and numeracy skills is one of the key issues in NEM. Despite best efforts, it has been found that the initial enthusiasm starts waning and they drop out from the programme at the same stage or the other. Some of the factors which impinge on the motivation of the learners are:

- Slow progression in teaching/learning process;

- It should be learner oriented and should match the pace of learning;
- It should be rigorous enough but also flexible in mode of application and in organising the testing measurement process;
- It should not cause emotional or nervous strain;
- It should be confidence-based, rather than competition-oriented;
- It should be non-threatening;
- It should promote participation and encourage further learning;
- It should not be an imposition, but a normal and unobtrusive stage in learning process;
- It should be a continuous process, based on practice-cum-exercise test on a regular basis.

On the basis of the above principles, the following broad guidelines have been adopted for learner evaluation:-

- Evaluation process has to be both formative and summative;
- The formative evaluation will continue all along the instructional process and will derive its strength from the curricular framework and the instructional materials;
- The evaluation sheets would be suitably incorporated in the literacy instructional materials after completion of certain units/sequences;
- The tools for evaluation as part of the teaching learning materials will ensure their use on a regular basis as part of the learning exercise. In this sense, it would turn out to be a self-evaluation mechanism and also a diagnostic practice/exercise to indicate what more should be done to raise the performance level of the learners. This will serve the following purposes (a) help the instructor in

knowing his/her limitations, (b) the extra efforts needed to improve the pace and quality of learning, (c) determine learner's growth, change progress and level of literacy attainment, and (d) give confidence to the learner to take tests in a natural course.

- The test material will be integrated with the basic teaching learning material and it will include literacy and numeracy tests as also instruments to determine the changed levels of FANV. There should be sufficient illustrations and the exercises must be guided by the consideration that it makes easy reading and that there is not too much printed material to find out the gains of learning. At each stage of testing sufficient stress will be laid on the appraisal of reading skills and these will need to be properly described and documented in specific terms;
- The summative evaluation will be done at the end of the course and it will help in measuring the outcome of activities organised for literacy learning. It will also indicate how many of the learners who participated in the programme reach the level of literacy and numeracy laid down in NLM document and who could be considered to have become literate.

EXTERNAL EVALUATION:

During the 5th Five Year Plan, seven institutions of social science and research were assisted by the Ministry of Education and Culture, Government of India (now Ministry of Human Resource Development) to have detailed evaluation of the National Adult Education Programme in the States indicated below:

1. A.N. Sinha. Institute of Social Studies, Bihar, Patna.

2. Xavier Labour Relations Institute, Jamshedpur	Bihar and Orissa
3. Sardar Patel Institute of Economic and Social Research, Ahmedabad.	Gujarat
4. Centre for Advanced Studies in Education, Baroda.	Gujarat
5. Tata Institute of Social Science, Bombay.	Maharashtra
6. Indian Institute of Management, Ahmedabad.	Rajasthan
7. Madras Institute of Development Studies, Madras.	Tamilnadu

The scope of evaluation to be conducted by these bodies comprised of the following areas:

- A quick appraisal or Data Audit.
- Formative evaluation of activities such as training, material, media support, etc.
- In-depth studies or case studies of selected programmes or programme aspects.
- Impact and assimilation studies.

In all, 59 studies were conducted in the States of Bihar, Gujarat, Maharashtra, Orissa, Rajasthan and Tamilnadu and these reports highlighted areas of strength and weaknesses in implementation of the programme. The studies also made recommendations as to how the programme could be better organised and implemented to reach the goals.

An analysis of the studies brought out by the evaluation agencies reveals that they have served a very useful purpose of keeping the programme administrators, implementors and field functionaries informed of the status of the implementation of the programme and also indicated the major strength and specific problems/deficient areas where greater attention was needed. Nevertheless, keeping the expectations from them in view, it can

be said that several of the areas/aspects which they were expected to study could not be adequately covered. For example, very little work was done in the area of formative evaluation, indepth studies and impact and assimilation studies.

This leads us to two conclusions - (i) that the evaluation agencies will have to pay much greater attention to organise studies in the area of formative evaluation, take up case studies of selected programmes/programme aspects and also provide deeper insights into programme effects and impact, particularly having qualitative dimensions; and (ii) better utilisation of findings of evaluation studies for programme improvement will have to be ensured.

Recently, in a high level meeting under the Chairmanship of Education Secretary on 22.2.1989 as many as 35 Institutes of social science and research have been identified to take up external evaluation of both adult and nonformal adult education programme and that the following would be the essential functions of external evaluation agencies:

- a. To undertake data audit and quick appraisal.
- b. To undertake case studies to indicate the strengths and weaknesses of the system.
- c. To appraise the management and organisational aspect of the programme.
- d. To review the formative aspects particularly the training system.
- e. Impact evaluation and correlation studies.
- f. The extent of retention of literacy and numeracy skills.
- g. Post literacy and continuing education.
- h. Research regarding learning process and motivation of learners.

Thus, apart from the evaluation studies which were undertaken during the VI Plan by the above Institutes of social science and research, a process of participatory and concurrent

evaluation of the entire programme by large number of Institutes of Social Science Research and Evaluation has been set in motion during 1988-89. By March, 1989, of the 16, thirteen Institutes of social science and research had already given their consent. Detailed guidelines on the strategy and methodology of evaluation have been issued and the programme is being taken up by these bodies in a phased manner. In respect of large States involving large area and clientele, more than one evaluation agency is being deployed to carry out an objective and purposeful evaluation.

PERSPECTIVE FOR THE 8TH FIVE YEAR PLAN:

Computerised MIS:

During the later part of the 7th Five Year Plan, particularly with the launching of the National Literacy Mission, a computerised Management Information System got introduced and is in the process of being implemented on a selective basis in Technology Demonstration districts. The system will ensure reliable and steady flow of information and would basically address itself not simply to collect information of a quantitative nature, but also provide information on the quality of programme implementation. The thrust in the MIS in the future, therefore, will be on securing information which is reliable, trustworthy and helps in decision making, particularly with respect to the approaches, methodologies and the areas for expansion of the programme in the years to come. The MIS which will include also a component of evaluation both - internal as well as external, will also provide evidence of the programme achievements particularly in relation to learners becoming literate as a result of their participation in the programme either through the

centre-based approach or under the Mass Programme of Functional Literacy.

With the installation of computers at the district level, detailed data pertaining to all learners and functionaries engaged in programme implementation could be fed to the computers so as to create a reliable data-base. On the basis of the analysis that could follow, a mechanism of accountability could be incorporated in the design of the MIS itself and this is what is proposed to be expanded during the 8th Five Year Plan. Appropriate training modules for personnel dealing with MIS at various levels will, therefore, have to be developed and suitable orientation programmes organised for them by the central Directorate of Adult Education (DIAE) and the State Governments. Similarly, aspects connected with software application in relation to computerisation will have to be appropriately taken care for the benefit of personnel responsible for feeding data and its processing by the agencies designing application software package and those responsible for computer installation at the district level.

During the 8th Plan it would, therefore, be possible to have a strong, reliable and comprehensive data base in each district which will form the basis for preparation of Area Specific Plans and also help in continuously identifying the achievements and shortfalls towards the goal of universal literacy in the country. The NIC-NET system would make it possible to have an access to information regarding programme implementation at the grassroot level besides using it for micro planning and for promoting better accountability of results.

Programme Evaluation:

A careful study of the evaluation reports available so far will indicate that there is a sufficient scope for modification in relation to the following.

- The type of studies which can be taken up.
- The range and scope of inquiry.
- The purposes that each study should serve.
- The variety of methodologies that could be used.
- The nature of feedback on different aspects which the study should provide.
- The manner in which the findings could help in programme management, control and raising impact.

In order that these objectives are fulfilled and also to ensure that the effort is participative, it is desirable to work out these details jointly by all concerned namely, the programme administrators and the implementators, the agencies whose programme is to be evaluated, the National and State Resource Centres and the evaluation agency. Before the start of the study as well as on its completion such consultation/discussion could help in planning of the study and later on in better utilization of the findings.

The other point which needs to be taken care of is that evaluation studies should not be allowed to become too routinized, stereotyped and repetitive. Every effort should be guided by the primary consideration that evaluation of the entire programme or any of its components/aspects is being done not only to identify deficiencies and shortcomings but also to introduce corrective measures in consultation with the programme implementors so that these measures are accepted and implemented.

CHAPTER XII

TECHNOLOGY DEMONSTRATION PROCESS

A good beginning has been made during the Seventh Plan period to harness the findings of scientific and technological research for removing some of the environmental, infrastructural, management related and training related problems and constraints in adult education. A Technology Panel has been constituted under the chairmanship of Additional D.G., CSIR which has been vested with the responsibility of (a) identifying techno-pedagogic inputs such as improved blackboards, improved roller boards, improved hurricane lanterns, improved petromax lights, improved slates, improved chinks, improved dusters. etc., (b) identifying the collaborating agencies and to have a dialogue with them for designing, patenting, manufacturing, installation and maintenance of these TPIs, (c) carrying out experimentation, innovation and research in selected districts and extending the TPIs for universal application on the basis of the results achieved.

The adult literacy programme is aimed at transforming an illiterate individual into a literate person. Like all transformation processes, it would be amenable to scientific discipline. This means that from being primarily an experience based activity this human endeavour can be refined and improved, if not perfected, based on empirical, experimental and other more rigorous scientific methodology.

The transformation involves a raw material, in the form of an illiterate individual between the age of 15 to 35 years, the transformation product viz a literate person and the transformation system including the transformation agent, the environment, the infrastructure, tools, techniques etc. The illiterate individual can be characterized by certain attributes which could be measured qualitatively if not quantitatively. Some of these attributes are age, economic status, family status i.e. number of siblings and the relative position of the individual in the family etc. Of greater importance are the attributes such as intelligence quotient, the sharpness of the individual to differentiate, correlated grasp and assimilate forms, figures, facts etc.

scientific enquiry involves establishing criteria and techniques of measurements, which can classify and characterize groups of individuals which would facilitate design of the transformation system appropriate to such groups.

Past history of the individuals, psychological experiences, nutritional intake, social environment are known to influence the learning ability of individuals. Most of these conditions are not amenable to as rigorous measurements as is possible for detecting protein deficiency or neuron activity of an individual. Some psychometric tests have been evolved to gauge the aptitude and attitude of individuals. But these have not found universal acceptance amongst educationists and social scientists. This needs to be rectified through scientific efforts to arrive at acceptable tests for characterising individuals. More recently computerized methods have been developed which enable characterization of the developmental propensity of individuals based on simple responses like "yes" "no" or "I don't care". These tests have enabled successful companies to devise proper training programmes for their fresh recruits. Such techniques can also be used to obtain further information of an individual's learning needs. This would, however, require substantial research in behaviour sciences.

Coming to the transformation system, an important parameter is the characteristics of the trainer. Just as the characteristics of a catalyst can accelerate or retard a chemical transformation process, in a like manner, the characteristics of the trainer can also affect the learning process. We need to characterize the trainer in terms of activity potential, receptivity, endurance limit etc. As in the case of the physical world it should be possible to define these characteristics in measurable terms ensuring that these are functional characteristics which have relevance to the transformation process.

In the chemical processes the nature of the reactor, the physical conditions such as temperature, pressure etc. do affect chemical transformation. In the case of adult learning also the conditions of the classroom, the lighting, temperature, humidity, hygiene conditions etc. also have relevance to the rate of learning, its assimilation, retention etc. However, these need to be measured and co-related qualitatively or quantitatively.

How does one measure rate of learning objectively and in a reproducible manner? Are such measurements always subjective or can one bring about an element of objectivity if not absoluteness in these measurements. Efforts to answer these questions need scientific orientation to ensure repeatability and accuracy. Accurate information regarding the rate of learning needs to be transmitted not only to the learner and trainer but also other agents responsible for providing the appropriate learning environment. A feed back system with synchronized moderation, leads to improved transformation efficiency. Since the learner can respond to such feed backs, autogenous methods of testing and evaluation need to be developed to accelerate the learning process.

Besides the active role of the trainer, the transformation process can be accelerated by overcoming the learning disability of an individual through external aids. Scientifically designed experiments need to be conducted to establish co-relation between the rate of learning, retention, motivation etc. on the one hand and external stimuli such as the use of computers, video, audio, comic strips, charts, games etc. on the other hand. At present, there are no established theories or rationalised models which vouch for the effectiveness of these stimuli on the learning process. Scientifically designed experiments with reliable measurements are necessary to establish them.

Coming to the transformation product, what characteristics do we expect in such a person? The ability to read and write at certain speed with comprehension can be measured scientifically. What needs further research is how such a literate person can perform socially, economically, or individually which results in some tangible benefits. This can lead to motivation for others to emulate such a person. Again a scientific approach to define the criteria for evaluating performance and its measurement is required.

These measurements of individual characteristics, transformation parameters and variables, performance criteria need to be interwoven into co-relations, equations or system models signifying which would enable better \angle of the transformation process to achieve the output targets more efficiently. A large

number of parameters need to be co-related and the influence of a vast array of variables need to be ascertained. These would need to be put into reasonably comprehensible models through system simulation, using stochastic and fuzzy logic where deterministic methodology cannot be applied. Such a scientific approach would produce more knowledge and better understanding of the adult literacy process. This understanding would enable identification of critical parameters and variables. Technologies can then be identified or evolved to optimize the parameters and moderate the influence of undesirable variables.

In the eighth plan this scientific approach to identify relevant technologies would emphasize the following:-

- Identify a number of collaborating agencies which would experiment, innovate and research on TPIs relevant for adult education;
- Encourage them to take up more techno-pedagogic inputs for intensive experimentation, innovation and research particularly in the field of low cost technology;
- Conduct extensive tests of these TPIs in the rural scenario to ensure their adoptability and actual application.

CHAPTER XIII

DIMENSIONS OF FINANCIAL RESOURCE NEED FOR NLM

National Literacy Mission has many challenges some of which are complex and indeed daunting. One major challenge comes from the sheer size of the programme and wide resource gap i.g. the gap between projection of actual financial requirements and the resources which are actually available for implementation of the Mission. This is evident from the fact that against a total proposed outlay of Rs.137.50 crores (both central and state:) an amount of Rs.113.47 crores was actually provided during 1987-88. Similarly, against the total projected requirement of Rs.182.00 crores, a sum of Rs.117.12 crores was provided during 1988-89. The position did not register any significant improvement during 1989-90 either in as much as against the projected central requirement of Rs.167.00 crores, an amount of Rs.76.17 crores has been made available and it is understood that Rs.55.00 crores have been made available to the states.

2. NLM document (1988) has laid down a target of covering 30 million adult illiterates by 1990 and additional 50 million by 1995. According to the various unpublished official documents, the VII Plan target will fall short by 15.00 million. This is mainly because of non-availability of funds during the last three years required to achieve the objective of providing functional literacy to 30.00 million adult illiterates. In order that the target of providing functional literacy to 80.00 million adults is achieved by 1995, financial provision will have to be made to make 65.00 million (50.00 million new plus 15.00 million backlog) adults actually literate during the Eighth Five Year Plan. This target is not merely enrolment coverage but number of persons to be made functionally literate. Keeping in view the fact, that the effective achievement is very much less than the enrolment, the coverage proposed during the 8th Plan has been fixed at 104.00 million so that the actual number of persons who are eventually made literate are at least 65 million, which incidentally is the target of this Mission.

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3. Besides, continuance of the conventional centre-based approach, various strategies like improved pace and content and learning (IPCL), increasing involvement of voluntary agencies, more effective participation of Nehru Yuva Kendra Sangathan a mass programme of functional literacy through involvement of trade unions, ex-servicemen and Shramik Vidyapeeths etc. would need to be adopted to ensure that the objectives of covering 80.00 million adult illiterates by 1995 are fully achieved. Since conditions relating to learning environment and social and economic factors differ from State to State and from District to District within a State, it would neither be possible nor desirable to switch over to the IPCL pattern in one go. Efforts would be made to ensure that out of every 10 adult education centres 4 will continue to be run under the conventional pattern and the other six through IPCL pattern under which two cycles are expected to be run in a year. The intention is that the IPCL methodology would be introduced in a phased manner so that it completely replaces the conventional pattern by the end of the 8th Five Year Plan. In the first year of the plan period 60% of the centres would be covered under IPCL, in the second year 70% , in the third year 80%, in the fourth year 90% and in the fifth year all the centres would function on the IPCL pattern.

4. Out of 65.00 million adult illiterates to be covered during the Eighth Five Year Plan, 39.00 million would be covered through the centre-based programme. Out of 39.00 adult illiterates to be covered through the centre-based programme, 13.50 million would be covered under the conventional centre-based programme and the remaining 25.50 million under the IPCL pattern. The remaining 25.00 million adult illiterates would be covered under a mass programme of functional literacy through school/college students, trade unions, ex-servicemen and other voluntary groups.

5. In view of the rising cost of teaching-learning material and need for providing better quality material for pre-literacy activities and during the course of basic literacy programme, both for the learners and the instructor, there would be an

increase in the cost of running of adult education centres. Further, with a view to attracting really motivated persons to work as instructor, there is need to increase honorarium from Rs.100/- per month to Rs.200/- per month. In view of all these considerations the minimum unit cost per learner would be Rs.160/- under the conventional pattern. In case of IPCL pattern the cost would be considerably reduced and after taking into account the likely savings in the honorarium of instructors, supervision and administrative cost, etc., the unit cost per adult learner has been estimated at Rs.130/-. The total requirement of funds for providing basic literacy to 65.00 million adult illiterates by the end of 1995 through various programmes are estimated to be Rs.992.40 crores, as indicated at Annexure-VI.

6. To meet the increasing needs of post-literacy and continuing education for the neo-literates to be covered under the various programmes, provision shall have to be made to set up a large number of Jana Shikshan Nilayams to ensure that these neo-literates do not relapse into illiteracy. It is hoped that by the close of financial year 1989-90, about 30,000 JSNs would have sanctioned. The target indicated in the NLM document is of having 1.00 lakh JSNs through-out the country by the end of 1995. As such, besides making provision for meeting recurring expenditure on 30,000 JSNs sanctioned up to 1989-90, provision shall have to be made for meeting the recurring and non-recurring expenditure in respect of 70,000 additional JSNs to be set up during the Eighth Five Year Plan. It has been seen that with the meagre amount of Rs.14,000/- (including recurring and non-recurring expenditure), it has not been possible to provide good quality books for meeting the requirements of the neo-literates. Further, the meagre amount of Rs.200/- per month at present given to the Prerak of JSN has not been able to attract really motivated persons to discharge the duties expected of them. It has, therefore, been considered necessary to increase the amount of honorarium payable to the Preraks. Taken together, it would be absolutely necessary to make budgetary provision at the rate of Rs.20,000/- per JSN

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(Rupees 10,000/- recurring and Rs.10,000/- non-recurring) as against Rs.14,000/- (Rs.7,000/- recurring and Rs.7,000/- non-recurring) per JSN per annum. These financial requirements for post literacy and continuing education are estimated at Rs.510.00 crores as under :-

(Rupees in Crores)

Year	Targets	Recurring Expenditure	Non-recurring expenditure in respect of JSNs sanctioned during 1989-90.	Total
1990-91	48,000	48.00	18.00	66.00
1991-92	66,000	66.00	18.00	84.00
1992-93	84,000	84.00	18.00	102.00
1993-94	102,000	102.00	18.00	120.00
1994-95	120,000	120.00	18.00	138.00
		420.00	90.00	510.00

(Total number of JSNs at the end of each year includes 30,000 JSNs sanctioned upto 1989-90).

6. Other components of adult education for which additional funds would be required are :-

- Strengthening of Directorate of Adult Education in States.
- Conversion of Directorate of Adult Education, Govt. of India into National Institute of Adult Education.
- Strengthening of State Resource Centres.
- Establishment of District Resource Units both as integrated part of DIET as also independent of DIET by voluntary agencies in large numbers.
- Extensive and intensive media coverage and support.
- Strengthening of Shramik Vidyapeeths.

The minimum requirements of funds for meeting expenditure on these aspects of the programme are estimated to be Rs.85.00 crores.

7. Taken together requirements of funds for adult education programme during Eighth Five Year Plan, thus, work out to Rs.1,637.40 crores as under :-

(a) Programme for basic literacy	-	992.40 crores
(b) Post Literacy and Continuing Education	-	510.00 crores
(c) Administrative Cost, Resource Support, Media Support, SVPS Computerisation, etc.	-	85.00 crores
(d) Techno-pedagogic inputs	-	50.00 crores

TOTAL		1,637.40 crores

Details of total requirement of Rs.1,637.40 crores are given in Annexure - VI.

8. Requirements of funds in each year of the Eighth Five Year Plan would be as under :-

Year	Amount required (Rs. in Crores)
1990-91	282.56
1991-92	305.02
1992-93	327.48
1993-94	349.94
1994-95	372.40

Total :	1,637.40

9. The requirements of funds, indicated above are barest minimum to provide functional literacy to 65.00 million adult illiterates and have been worked out on realistic basis after taking into account all consideration. In case the allocations made by Planning Commission for Adult Education Programme during Eighth Five Year Plan fall short of the funds required as proposed, the physical targets will have to be correspondingly scaled down and it would not be possible to achieve the objectives of a time-bound Mission.

CHAPTER XIV

SUMMARY AND CONCLUSIONS

The main recommendations of the Working Group for achieving the objectives of the National Literacy Mission during the Eighth Five Year Plan are summarised as under :-

(1) New Approach for Ongoing Programmes - Adoption of area approach :

Adoption of 'area approach' for complete eradication of illiteracy in a close, compact and contiguous area, which could be a village, a cluster of villages, panchayat samities/blocks or a district, within a prescribed time span.

Micro-planning for operationalisation of 'area approach' through universal access, universal participation and universal attainment.

Ensuring adoption of revised financial pattern for implementing the schemes of RFLP and Strengthening of Administrative Structure.

Ensuring that

- * Adult education activity does not come to a stand-still after imparting basic literacy through AECs.
- * An AEC becomes a mini JSN or a sub-centres of JSN where post literacy and continuing education activities could be carried on.
- * Instructor of the AEC, with the help of village youth, keeps alive certain activities which are essential for continuation and reinforcement of skills acquired in the basic literacy stage.
- * The instructor is transformed from a mere animator to a mass mobiliser; and

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- * The instructor is suitably remunerated for attending to these tasks of mass mobilisation and keeping adult education activities alive in the village even after the literacy programmes have come to a close.

(2) Environment Building and Mass Mobilisation :

- Formulation of detailed action plans both at the macro and micro level for creating an environment conducive to literacy through literacy marches, Caravans, wall writings, use of cultural troupes, etc.
- Involvement of students from class IX onwards in the literacy programme by integrating adult education with the subject curricula.
- Involving employers and trade unions, Army, Navy and Air Force, ex-servicemen, teachers, educated persons amongst housewives and panchayat leaders, prison management and staff, banks, co-operatives and financial institutions, non-governmental institutions like, Rotary and Lions Clubs, etc. in the Mission.
- Production of large number of kits for use in the mass campaigns.
- Training of master trainers and volunteers.
- Making arrangements for proper evaluation of the learning outcome and systematic monitoring arrangement.
- Simultaneous setting up of Jana Shikshan Nilayams for the neo-literates to be covered under the mass campaigns/volunteer-based programmes.
- Individual and institutional incentives.

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(3) Encouraging Voluntary Agencies to :-

- **Take responsibilities** for eradication of illiteracy in well defined areas;
- Run Jana Shikshan Nilayams and other programmes of continuing education;
- Organise training for instructors/Preraks/Supervisors;
- Prepare and publish learning material;
- Produce Audio and Video materials;
- Undertake experimentation, innovation and action research; and
- Help in creation of environment.

(4) Ensuring Larger Involvement of Non-governmental Organisations by:-

- Streamlining the procedures for sanction and release of grant-in-aid;
- Identification of new agencies by organising zonal/regional conferences;
- Encouraging establishment of Sahkar Sammilans;
- Assisting the agencies to take up volunteer-based programme instead of only running centre-based projects.

(5) Special Attention of Adult Illiterates belonging to SCs/STs :

Majority of adult illiterates in the country being Scheduled Castes and Scheduled Tribes, specific measures proposed to ensure their larger coverage in the programme would include:-

- Opening of maximum number of Centres in Harijan Basties/ST hamlets;
- Appointment of maximum number of instructors, preraks and supervisors from amongst SCs & STs.;

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- Production of bilingual primers;
- Making content of Adult Education Programme to be in tune with the preferences, felt-needs and interests of the members belonging to SCs and STs community;
- Providing books and literature for neo-literates which amongst other things would include the components of legal literacy so as to make them aware of the provision of various laws for the social, economic and multi-faceted development of members of SCs and STs communities;
- Making use of important sayings of saints on literacy for promoting literacy;
- Involving associations/organisations of SCs and STs in the programme;
- Arranging discussions with the Development Functionaries at the centres in SCs and STs basties and hamlets;
- Encouraging institutions working for SC and ST to develop suitable material and training courses for learners;
- Providing flexibility in the number of learners in an AEC depending on the availability of learners in tribal areas and less densely populated areas.

(6) Emphasis on Women Adult Literates :

The female literacy rate, according to 1981 census, being only 24.82 percent against the male literacy rate of 45.84 per cent, there is need for special emphasis on enrolment and retention of women adult illiterates in various programmes of adult education. This would be attempted through :-

- Opening of at least 50 per cent centres for women;

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- Appointment of larger number of instructors and preraks from amongst women;
- Organising special training programmes for women functionaries;
- Providing information about various schemes and programmes, affecting the lives of the women, in the adult education centres;
- Revision of the content of the adult education programme so that it could be of direct interest and relevance to the problems which women face in their day-to-day lives and solution thereto;
- Providing flexibility in the timings of adult education centres so as to suit convenience of women learners;
- Involving a larger number of women students in the programme;

(7) Post Literacy and Continuing Education:-

To ensure that the neo-literates coming out of the both centre-based and volunteer-based programmes do not relapse into illiteracy systematic arrangements for providing facilities of post literacy and continuing education would need to be made. This would be attempted through:-

- Setting up in a phased manner of 1.2 lakh Jana Shikshan Nilayams by 1994-95 throughout the country.
- Making every JSN, a centre of mobilisation so that it becomes a permanent centre for environment building and awareness generation.
- Giving priority for setting up JSNs in rural areas;
- Involvement of all sections of community in JSN movement;
- Selection of good and motivated preraks for running the JSNs;

- Making arrangements for effective and decentralised training for the preraks;
- Giving representation to women in JSNs committee/ village education committee to enable them to take full advantage of facilities in JSNs;
- Preparation, production and distribution of good quality reading material for the neo-literates in the JSNs;
- Arranging linkage of JSN programme with the programme of Operation Blackboard, the Library Movement of Raja Ram Mohan Roy Library Foundation, existing libraries in rural areas of different States and Public Libraries at State and district level;
- Advising the State Governments to spread the Library Movement through enactment of Library Legislation;
- Ensuring coordination of JSN with various development Departments and their functionaries so that it could function as a 'single window' of development information and providing simple and short duration training in vocational skills;
- Increase in the annual expenditure of JSN from Rs.14,000/- to Rs.20,000/- with a view to increasing the honorarium of preraks, providing good quality material and compensating for the increase in the cost of production of books and other materials.

(8) Media and Communication:

With a view to ensuring that media plays an effective role as a tool of environment building as well as an instrument for spreading the message of literacy and for actual imparting of literacy, the thrust during the Eighth Five Year Plan would be on :-

- Creation of a small core group of communication professionals ;

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- Identification of high quality professional researchers, trainers and producers for preparation of soft-ware for publicity to the programme;
- Involving AIR and Doordarshan to play a more positive role in disseminating message of literacy, broadcasting and telecasting of adult education programme, radio plays, films on adult education, organising interviews, quiz programme and 'curtain raiser' programme with a view to sensitizing the viewers about the Mission and its objectives;
- Production of high quality programme through SRCs, DRUs and other voluntary agencies for broadcast and telecast;
- Involving creative thinkers, writers, artists and outstanding adult educators in developing programmes which are imaginative, perceptive and appealing to the viewers and listeners;
- Involving folk media in the shape of theatre and cultural troupes (like Harikatha, Nurra Katha, Opera, Yaksha Ganam, Pala, Daskatha, etc.) in spreading the message of literacy for creating an environment both, in the Urban and rural areas;
- Enabling the new institutions like JSNs and DRUs to become local nerve centre of communication activities and developing the expertise in utilisation of mass media like, radio and TV.

(9) Academic and Technical Resource Support:

(1) Improved Pace and Content of Learning (IPCL):

It has been observed that an average adult learner is not able to sustain the interest in literacy if the duration is unduly long. The enthusiasm, which is initially generated, starts reducing after one to two months from

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the commencement of the programme. Keeping this important aspect of generating and sustaining the interest in literacy, it is so crucial to its success that it has been decided to reduce the overall duration of learning from 350 hours as now, to about 200 hours without, however, diluting the content or the quality of the programme. Keeping in view the need for an improved pedagogy, heightened learner motivation and overall efficiency in implementation of the programme, it has been decided to adopt a new and integrated Technique for preparation of literacy material which would imply the following:-

- There should be three distinctly identified levels of literacy and numeracy to be acquired by every adult learner. Corresponding to these three levels there should be 3 primers which can be named as NLM primer-I, NLM Primer-II and NLM Primer-III.
- Each primer could be a progression from the other.
- In addition to integrating the basic literacy and numeracy skills which are to be acquired by every adult learner, components of functionality awareness and four values of national concern, namely - National Integration, Women's Equality and Empowerment, Small Family Norms and Conservation of Environment, also would be built into the content of the each primer.
- The integrated material would also include the work-book, exercise book, tools of evaluation of learning outcome (both formative and summative) and a certificate certifying the actual level/skills attained by the learner.

While preparing the integrated material, it would be ensured that :-

- Good quality slates and slate-pencils are provided to the learners for intensive progress.

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- Sufficient quantity of good material (including instructional aids) is provided to the Instructors for their guidance.
- As far as possible, common material for centre-based programme as well as for MPFL would be prepared but where necessary, condensing may be done for the latter, particularly in the urban areas.
- Standardisation would not mean uniformity of reading-learning material but standardisation in format. As a matter of fact, different kinds of materials should continue to be prepared and used for different groups of clientele, such as women, members of SC & ST, industrial workers living in urban areas, etc.
- There would not be need for further diversity in respect of certain disadvantaged groups and ethnic groups who do not speak the State Standard language and particularly, members of ST community.
- The integrated material should be directed to give a sense of achievement to the learners right from the first day of learning and would also be a tool of better monitoring.

(ii) Duration of the Programme:

- The total duration to complete three parts of the books would be 180 to 200 hours spread over 20-24 weeks.
- The duration could be less in urban areas or in circumstances where learners can give more time per day and it could be more for those areas and for groups who do not speak 'Standard' language.
- The norms laid down in NLM document would not be diluted.
- While there should be an effort at achieving the prescribed norms, there would not be a sticky rigidity about it.

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(iii) Evaluation:

- All tests including the concluding summative test would be opened and form part of the three books.
- Efforts would be made to see that the learners accept the test as a measure of their achievement and about which they feel happy, rather than the tests being a cause of threat.
- There would be no rigidity regarding the time an adult may take for answering the test.
- There would be some outside elements in the process of testing at the end of the each of the three books. The final test after the conclusion of Book-III would be conducted at a central point where the learners may be expected to go.
- There would be simple certificates at the end of Book-I and Book-II, but an appropriate preservable certificate at the end of entire course.

Proper orientation and training would be provided to officials/functionaries at various levels for preparation of learning material, technical resource development and evaluation of learning outcome.

(10) Management Information System (MIS):

- A computerised MIS system would be developed initially in 40 TD districts and later on in all the districts.
- Application Software Package (ASP) being developed by NIIT will be extended to other States after its efficiency has been tested in 40 TD districts.
- Training of functionaries for the use of the application software package will be organised in all districts.

MIS system would cover the physical, academic and technical, financial and administrative aspect of the programme.

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(11) Technology Demonstration:-

- **The Technology Panel** constituted by NLMA would:-
 - * Identify the techno pedagogic inputs for the adult education centres and JSNs.
 - * Identify collaborating agencies for the purpose of designing, patenting, manufacturing, installation and maintenance of TPIS; and
 - * Carry out experimentation, innovation and research in selected districts for extending the TPIS for universal application on the basis of results achieved.
- Work relating to procurement, supply and installation of TPIS would be carried by NIDC or any other agency that may be identified.
- Based on the results of use of the identified TPIS in the controlled environment (40 TD districts), these TPIS would be modified/improved, if necessary for universal application.

SCHEME OF ASSISTANCE TO VOLUNTARY
AGENCIES IN THE FIELD OF ADULT EDUCATION

Statement containing the salient features of the earlier scheme and present scheme.

1982 Scheme

1. Maximum amount of grant which could have been sanctioned to as agency was Rs.10.00 lakhs per year.
2. Grants could have been sanctioned for limited purpose only.
3. No time-limit for State Government recommendation.
4. State Government's recommendations were necessary for release of 2nd instalment.
5. Meagre allocation for training, teaching/learning material etc.
6. One supervisor provided for 30 centres.
7. Projects approved on year-to-year basis.
8. The Agencies were to select a compact and contiguous area.

1987 Scheme

1. The ceiling on quantum of grants was removed.
2. Scope of activities broadened by incorporating activities such as creation of environment, organisation of programmes of vocational and technical education and so on.
3. Fixation of time limit for State Government recommendation and provision for consideration by the Central Govt. directly.
4. Recruitment of State Government recommendation removed.
5. Increase in financial assistance for these items of activities.
6. One supervisor for 8-10 centre.
7. Provision for approval of projects on long term basis.
8. In addition the agencies are to adopt area based project approach.

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1982 Scheme

9. No effective post-literacy scheme.
10. Assistance for construction of building restricted to Rs.1.00 lakh.

1987 Scheme

9. Post-literacy and continuing education facilities through JSN.
10. Assistance upto Rs.3.00 lakhs to the voluntary agencies and upto Rs.5.00 lakhs to the State Resource Centres can be sanctioned.

Annexure-II

CONSOLIDATED STATEMENT SHOWING STATEWISE BREAK-UP OF
VOLUNTARY AGENCIES ASSISTED DURING 1.4.1987 TO
31.3.1989 UNDER THE SCHEME OF ASSISTANCE TO VOLUNTARY
AGENCIES WORKING IN THE FIELD OF ADULT EDUCATION

S.No.	State/UTs	No. of VAs	No. of AECs	No. of JSNs	Grant approved	Grant released
1.	Andhra Pradesh	57	4060	60	22933500	1372800
2.	Assam	18	1070	3	4497900	3281600
3.	Bihar	16	1075	13	4826850	3486500
4.	Gujarat	80	5655	759	47362585	25014029
5.	Haryana	12	1120	87	5567100	4083017
6.	Karnataka	49	3220	100	13687000	9958700
7.	Kerala	7	890	150	13989400	10795000
8.	Madhya Pradesh	4	1260		5506100	4020000
9.	Maharashtra	56	2640	16	10949764	8526964
10.	Manipur	8	680	22	2835500	2071000
11.	Orissa	36	1640	14	6943300	5037000
12.	Nagaland	1	5		12450	9000
13.	Punjab	4	475	10	2192785	1595000
14.	Rajasthan	24	2560	109	11653200	8575393
15.	Tamil Nadu	58	3900	293	20121900	14900120
16.	Uttar Pradesh	156	7580	399	34614574	24468504
17.	West Bengal	23	2530	75	10663595	7896500
18.	Delhi	39	2840	9	12742950	8526650

TOTAL NUMBER OF VAS 648
TOTAL NUMBER OF AECS 43230
TOTAL NUMBER OF JSNS 2119
TOTAL GRANTS APPROVED 231100453
TOTAL GRANTS RELEASED 143617977

EXTRACT FROM NATIONAL POLICY ON EDUCATION-1986

THE EDUCATION OF SCHEDULED CASTES

4.4 The Central focus in the SCs educational development is their equalisation with the non-SC population at all states and levels of education, in all areas and in all the four dimensions - rural male, rural female, urban male and urban female.

4.5 The measures contemplated for this purpose include :

i) Incentives to indigent families to send their children to school regularly till they reach the age of 14;

ii) Pre-matric Scholarship Scheme for children of families engaged in occupations such as scavenging, flaying and tanning to be made applicable from class I onwards. All children of such families, regardless of incomes, will be covered by this scheme and time-bound programme targetted on them will be undertaken;

iii) Constant micro-planning and verification to ensure that the enrolment, retention and successful completion of courses by SC student do not fall at any stage, and provision of remedial courses to improve their prospects for further education and employment;

iv) Recruitment of teachers from Scheduled Castes;

v) Provision of facilities for SC students in students' hostels at district headquarters, according to a phased programme;

vi) Location of school buildings, Balwadis and Adult Education Centres in such a way as to facilitate full participation of the Scheduled Castes;

vii) The utilisation of N.R.E.P. and R.L.E.G.P. resources so as to make substantial educational facilities available to the Scheduled Castes; and

viii) Constant innovation in finding new methods to increase the participation of the Scheduled Castes in the educational process.

THE EDUCATION OF SCHEDULED TRIBES

4.6 The following measures will be taken urgently to bring the Scheduled Tribes on par with others :-

i) Priority will be accorded to opening primary schools in tribal areas. The construction of school buildings will

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be undertaken in these areas on a priority basis under the normal funds for education, as well as under the N.R.E.P., R.L.E.G.P., Tribal Welfare Schemes, etc.

ii) The socio-cultural milieu of the STs has its distinctive characteristics including, in many cases, their own spoken languages. This underlines the need to develop the curricula and devise instructional materials in tribal languages at the initial stages, with arrangements for switching over to the regional language.

iii) Educated and promising Scheduled Tribes Youths will be encouraged and trained to take up teaching in tribal areas.

iv) Residential schools, including Ashram Schools, will be established on a large scale.

v) Incentive schemes will be formulated for the Scheduled Tribes, keeping in view their special needs and life styles, Scholarships for higher education will emphasise technical, professional and para-professional courses. Special remedial courses and other programmes to remove psycho-social impediments will be provided to improve their performance in various courses.

vi) Anganwadis, Non-formal and Adult Education Centres will be opened on a priority basis in areas predominantly inhabited by the Scheduled Tribes.

vii) The curriculum at all stages of education will be designed to create an awareness of the rich cultural identity of the tribal people as also of their enormous creative talent.

EXTRACTS FROM THE PROGRAMME OF ACTION

EDUCATION OF SC/ST AND OTHER BACKWARD SECTIONS

The Present Situation

1. The All India literacy rates of Scheduled Castes/Scheduled Tribes are 21.38 and 16.35 per cent respectively as against 41.20 of non-SC/ST population according to 1981 census. The literacy rates of women for the above categories are 10.93, 8.04 and 29.43 per cent respectively. The proportion of enrolment of SC/ST children continues to be much less than their population proportion and the drop-out rate continues to be very high at all levels of education; the problem is more severe in case of girls of these communities. The situation calls for systematic efforts directed towards the educational development of SC/ST.

The Policy, Targets and Implications for Strategy

2. The Central focus in educational development of SC/ST is their equalisation with the Non-SC/ST population at all stages and levels of education.

3. To this end, cent per cent enrolment of SC/ST children in the age group 6-11 (classes I-V), ensuring their retention in school leading to satisfactory completion of the primary stage of education or its equivalent through the non-formal stream has to be achieved by 1990. This would mean enrolling approximately 15.5 million SC children and 7.6 million ST children in the age group 6-11 by 1990.

4. At least 75 per cent of the children in the age group 11-14 (Classes VI-VIII) will have to be enrolled and retained in school leading to satisfactory completion of class VIII to achieve the policy goals envisaged in the NPE.

5. The operational strategy for achieving the above goals and the targets for implementation will be as follows:-

- a) Incentive to indigent families to send their children to school regularly till they reach the age of 14.

To provide incentive/assistance to indigent SC/ST families, details of a scheme of incentive will be worked out in consultation with the State Governments.

- (i) To ensure timely payment of pre-matric, scholarships funded entirely and administered by the state Governments (except the centrally sponsored schemes for children of families engaged in the so-called "unclean" occupations which is funded by the Centre and the State Governments on 50:50

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sharing basis), the amounts of continuing scholarships should be released by the first of the month to which it relates. To avoid delays new scholarships will be sanctioned on the basis of sole affidavit furnished by the parents of the candidate.

- (ii) A single nodal agency will be identified for disbursement of scholarships. State Governments will be requested to draw plans within a month to work out details of disbursement and ensure prompt payment.
 - (iii) Payment through banks, post offices of other agencies like DRDA, SC/ST corporations will also be explored.
 - (iv) Rates and amount of scholarships will be raised to make them adequate from the point of view of helping to ensure universal enrolment of SC/ST children.
 - (v) The coverage will be cent per cent of all eligible SC/ST children.
 - (vi) Measures to ensure prompt payment of post-matric scholarships provided by the Government of India (Ministry of Welfare) will be introduced along the lines as mentioned above for the pre-matric scholarships.
 - (vii) The financial estimates in respect of post-matric scholarships will be worked out after final decision is taken by the High Level Committee set up by the Ministry of Welfare for revision of rates of scholarships.
 - (viii) In respect of the scheme of incentives like provision of uniforms, books, stationery etc. detailed financial estimates will be worked out by the State Governments and implemented effectively.
- (b) Pre-matric scholarships for children of families engaged in occupations like scavenging, flaying and training.
 - (i) The Ministry of Welfare will take necessary steps to extend the scheme to all children from class I onwards from the beginning of the academic year 1986-87, instead of limiting it as at present to students of classes VI-X; the income ceiling shall be abolished.
 - (ii) Benefits under the scheme will also be extended to cover day scholars.
 - (c) Constant micro-planning and verification will be done to ensure that enrolment, retention and successful completion of courses by SC/ST students do not fall at any stage.

- (i) Micro-planning will include formulation of detailed village and block level plans within an identified time-frame; mapping of education infrastructure and removal of deficiencies; estension approach at the village level to persuade parents to send the children to school, with the involvement of teachers, parents, local leaders, social workers, etc. and provision of remedial coaching at all stages and special remedial coaching for classes IX-XII for preparing SC/ST children for professional courses.
- (d) Recruitment of teachers from SC/ST.
 - (i) A crash programme for recruitment of teachers from among SC/ST will be undertaken to remove existing gaps and to equip all single teacher schools. Educational qualification, especially for women teachers should be relaxed. Adequate provision will be made for continuing education of teachers recruited and to ensure their professional upgradation. The crash programme is proposed to be commenced from the academic year 1986-87.
- (e) Provision of hostel facilities for SC/ST at district headquarters.
 - (i) A phased programme will be undertaken to ensure that all district headquarters which do not have SC/ST hostels are provided with such facilities in 1986-87.
 - (ii) The Ministry of Welfare will take up this scheme under a centrally sponsored programme.
- (f) Location of school buildings, balwadis and adult education centres in scheduled castes bastis/mohallas and tribal villages.
 - (i) Priority will be given to locate these institutions in SC bastis and mohallas in tribal villages/hamlets.
- (g) Utilisation of NREP, RLEGP resources to provide educational facilities for SC/ST.
 - (i) After identifying gaps in infrastructure an accelerated programme will be drawn up to develop educational institutions in SC bastis and tribal villages with funds to be made available from NREP/RLEGP.
- (h) Content and value orientation of the curricula in respect of scheduled tribes.

- (i) Preparation of primers for classes I and II in respect of tribal languages having more than I lakh speakers should be completed by the end of the VII Plan.
- (ii) The centre and the state governments will constitute committees at appropriate levels to review the contents of the existing curricula to ensure that caste and other prejudices do not come in the way of integration leading to establishment of an egalitarian society.
- (f) Educationally backward areas.
 - (i) Existing gaps in educational infrastructure in remote and inaccessible areas, islands, hills and desert areas will be identified during 1986-87 and plans for implementation to remove the backlog will be undertaken during the remaining years of the VII Plan.
- (j) Other educationally backward sections.
 - (i) Measures will be further strengthened to ensure that incentives in the form of scholarships, uniforms, books and stationery, etc., reach the clientele groups.
 - (ii) Priority will be given to the special needs of nomadic semi-nomadic and denotified communities.

ORGANISATION AND MANAGEMENT OF PROGRAMMES

4. Detailed guidelines for monitoring will be evolved at the central and state levels to ensure qualitative implementation of the programmes; standards to achieve optimal efficiency in implementation, will be laid down; consistent with the autonomy of the implementing agencies norms of accountability shall be defined at all levels.

7. A single nodal agency for coordination of all programmes leading to the development of SC/ST and other backward sections may be developed at the central and state levels. It is suggested that a Standing Committee of the CABE under the Chairmanship of Minister HRD maybe constituted to monitor and review implementation of all educational programmes for SC/ST and other educationally backward sections at the Central level. A similar committee under the State Advisory Board of Education may be constituted at the state level.

8. In addition to an in-built mechanism for continuous evaluation of programmes, evaluation of important schemes like scholarships, hostel and the proposed incentive scheme may be undertaken up external agencies.

MAHILA SAMAKHYA

EDUCATION FOR WOMEN'S EQUALITY LAUNCHED IN TEN DISTRICTS OF GUJARAT, KARNATAKA AND UTTAR PRADESH :

Of all the tasks relating to educational reorganisation, perhaps, the most difficult, most challenging and most urgent is the task of making education an instrument in transformation of women's status. Issues relating to women's employment, their access to health and nutrition, their place in society is inextricable linked to what we are able to do in the sphere of education.

The Department of Education has launched a Central Sector Scheme called Mahila Samakhya - Education for Women's Equality in ten districts of Gujarat, Karnataka and Uttar Pradesh. The basic thrust of this programme is to create a mechanism whereby women are given an opportunity to plan and monitor their own education and the education of their children.

The basic assumption of this project is that education is not accessible to poor rural women because they are caught in the vicious circle of a survival economy. Daily struggle for food, fuel, drinking water, child birth, earning a minimum survival wage etc. leaves them very little time for education. Thus in spite of the availability of Adult Education Centres, women do not have the motivation or the energy to participate in the education process. Similarly young girls are busy with house-hold work, and they are not sent to school. The society places very little value on the education of girls and women. The Mahila Samakhya Project addresses itself to the constraints under which poor women live and it hopes to counter the disabling mechanism through a strong women collective, i.e. Mahila Sangha. The Mahila Sangha is the nodal point around which this programme will revolve.

The various components to be provided under this programme like Adult Education Centres, Non-Formal Education Centres, Jana Shikshan Nilayam, Vocational/Information based Training for Rural Women and above all support services like child care facilities and access to drinking water etc. will be provided if and when the Mahila Sangha express a positive desire for these inputs. This will give rural women an opportunity to plan the activities of the Mahila Sangha. The main innovation in this project is a single implementation agency which will provide all the above inputs. No specific targets have been fixed and rural women will be given an opportunity to demand, plan, implement and monitor the various inputs.

Women's education and empowerment cannot be visualised in vacuum. This programme seeks to take the family along, including the man, in various stages of planning. Social attitudes and gender bias in the education process can be changed only if the programme is integrated with the formal education system and with the non-formal and adult education

programmes. To this end, all school teachers adult and non-formal education instructors will be trained by the District Resource Unit for Adult and Non-Formal Education to be set up in each of the ten districts. All education functionaries in the project area will benefit from this resource centre.

Training of teachers, production of teaching material and periodic monitoring of the impact of the teaching material will have to proceed simultaneously. This programme seeks to integrate the three processes so that an environment of learning is created in the District Resource Unit. Hopefully, rural teachers will draw upon this body to improve the quality of education.

Residential Condensed Courses Institutions called the Mahila Shikshan Kendra will be established in each district. Hostel facilities will be provided for 100 girls/women to continue their education. This institution will provide rural women, especially deserted women and widows and opportunity to continue the education. Hopefully, this will create a pool of competent and trained women who could work as adult/non-formal education instructors in all other development/programmes. Vocational/Information based courses for rural women will be designed taking into account the need of the rural women. Thus, the courses will range from skill training to courses on health, impact of fertiliser formulation of cooperatives etc.

This programme will be implemented through an autonomous society to be registered in three states. As this is a Central Sector Scheme, funds for this scheme will be transferred by the Central Government to the autonomous societies. In each of the three states, an evaluation/monitoring agency will also be set up to monitor this programme continuously. As this programme is an experimental programme, the monitoring evaluation mechanism has been designed in such a way that the evaluators are also participants in the training and implementation process.

1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
B.	Mass Programme of Functional Literacy (including Secondary/ Higher Secondary Schools)	400.00	40.00	40.00	16.00	60.00	24.00	80.00	32.00	100.00	40.00	120.00	48.00	160.00
Total 1 to B:		1040.00		168.00	189.56	188.00	194.02	208.00	198.48	228.00	202.94	248.00	207.40	992.40
B.	Post Literacy & Continuing Education	—	—	—	66.00	—	84.00	—	102.00	—	120.00	—	138.00	510.00
C.	Administrative cost, Resource & Media support	—	—	—	17.00	—	17.00	—	17.00	—	17.00	—	17.00	85.00
D.	Techno-Pedagogic Inputs (TPIs)	—	—	—	10.00	—	10.00	—	10.00	—	10.00	—	10.00	50.00
TOTAL: (A+B+C+D):		1040.00	—	168.00	282.56	188.00	305.02	208.00	327.48	228.00	349.94	248.00	372.40	1637.40

LIST OF MEMBERS OF THE WORKING GROUP ON ADULT EDUCATION - EIGHTH FIVE YEAR PLAN:

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Terms of Reference of the Working Group on
Adult Education - Eighth Five Year Plan

1. To take stock of the position likely to be reached within the area by the end of 1989-90 both in relation to original programme of the Seventh Plan and the new initiatives under NPE/POA, 1986, to identify problems and suggest effective remedial measures.
2. To suggest a feasible perspective of development upto 2005 AD keeping in view the need for grass root planning and to make the benefit of development programme accessible to individual families of weaker section of society viz. SCs/STs women/Handicapped and Backward Communities and to fully involve their interests in the drawing up of the development programme.
3. To suggest measures for upgrading the standards, facilities and attainments of backward States/Regions/Districts.
4. To specify in clear terms the objectives of the programmes in these sectors for the Eight Plan.
5. To suggest measures for effective linkage between this area and other relevant development sectors including rural development, environment, health, agriculture (with social reference to Farmers Functional Literacy Programmes) etc.
6. To make specific recommendations regarding policies, programmes and quantitative targets in respect of the objective of eradication of Adult illiteracy.
7. To suggest innovative, cost-effective and feasible techniques particularly in the area of modern communication technology for attainment of goals.
8. To consider the feasibility of introducing individual incentives and disincentives with the objectives of promoting Adult Education.
9. To consider means for integrating Adult Education Programme with the spread of Library movement especially in rural areas.
10. To consider ways and means of involving the local community in the fulfillment of the objectives including introduction of village felicitation Programme (Gram Gaurav).
11. To suggest measures for involving organised industry and labour in the programme.
12. To suggest schemes/programmes for promotion of Adult Education among the SCs/STs, Women and educationally backward communities.

13. To suggest a mechanism for ensuring minimum competencies and their effective evaluation.

14. To consider such other matters as the Chairman considers relevant for the formulation of the Eighth Five Year Plan of the subject area.

To formulate proposals for the Eighth Five Year Plan (1990-95) in the light of the above perspective indicating priorities, policies and financial cost.