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REPORT OF THE REVIEW COMMITTEE ON THE NATIONAL ADULT EDUCATION PROGRAMME

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Ministry of Education and Culture

Government of India

New Delhi

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New Delhi
13 April 1980

Dear Shri Shankaranand,

I have much pleasure in submitting the Report of the Review Committee on the National Adult Education Programme. My colleagues and I are grateful to you for your interest and encouragement in our work.

In today's world, education and advancement—economic, social and ethical—are interlinked as never before. This underscores the role in the life of the nation of universal primary education and adult education. Of course, education needs to be 'good education'. Its test is the measure to which it promotes development, building of character, and national integration.

The proposed participation in adult education, of a hundred million people—as large as the total enrolment of children in our schools—is a most challenging task. Pursued with determination, imagination, and careful preparation, its impact on national development would be most far-reaching.

The time at our disposal for review of the NAEP, as also our experience, has been limited. But we hope the Report would be of some value in inviting attention to the major modifications required in the Programme and to what needs to be done in the immediate future. Some of the more important of these seem to be:

- (1) Education to be related to work of the participants, and its benefits visible to them.
- (2) The quality of training of instructors and of learners material to receive the utmost attention
- (3) Emphasis on science, and on health-care and family planning.

(ii)

- (4) Linking of adult education and development programmes: it needs effective coordination of several agencies.
- (5) Universities and colleges, and schools to be effectively involved. That would benefit education and also help to reduce drastically the costs.
- (6) Continuing research and evaluation for improvement of the Programme.
- (7) Emphasis on the participation of women.
- (8) Special attention to the needs of Scheduled Castes and Scheduled Tribes.
- (9) Involvement of and support to voluntary organisations engaged in education and service of the community.
- (10) Setting up National Board of Adult Education with full responsibility and allocation of funds for planning and implementation of the Programme. Similar Boards to be set up in the States.

For a nation-wide programme of adult education, what is most important is determination, careful planning and sustained effort. Such a programme is not easy to achieve; but its lack can be very costly in retarding the advancement of the nation.

With regards,

Yours Sincerely,

Sd]-

(D. S. KOTHARI)

Sbri B. Shankaranand
Minister of Education & Culture
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C O N T E N T S

	PAGES
Letter from the Chairman to the Union Education Minister	(i)-(ii)
Members of the Review Committee	(iii)-(iv)
CHAPTER ONE	
Introduction	1-4
CHAPTER TWO	
Adult Education : Objectives and Organisation	
The Role of Adult Education in Development	5-8
The place of Adult Education in Educational System	8-11
Adult Education for Development	11-13
Pre-conditions for Organisation of a Nationwide Adult Education Programme	13-15
CHAPTER THREE	
The National Adult Education Programme : A Review	
Early Efforts	16
Development since Independence	16-19
The National Adult Education Programme (1978)	19-22
Progress of the NAEP (1978-80)	22-29
Recommendation	29
CHAPTER FOUR	
The Future Programme : Scope and Organization	
Magnitude of the Programme and Annual Projections	30-32
Widening and Deepening of the Content	32-35
Motivation	35-37

Participation of Priority Groups	37—43
Organization	44—48
Evaluation, Monitoring and Research	48—50

CHAPTER FIVE**Implementing Agencies; Resource Development and Media**

Implementing Agencies	51—60
The Instructor	60—65
Supervisors and Project Officers	65—66
Resource Centres	66—68
Production of Instructional Materials	69—70
Communication & Culture	70—76

CHAPTER SIX**Finance and Implementation**

Finance	77—83
Implementation	83—84

CHAPTER SEVEN

Conclusions and Recommendations	85—94
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Appendix

State Resource Centres as on 31-3-80	95
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Statistical Tables :

I-A	Literacy position of different age-group in 1951, 1961 & 1971	96—97
I-B	Statewise increase in percentage of literacy of the total population (including 0-4 age group) from 1951—1971	98—99
I-C(I)	Frequency distribution of Districts on the basis of literacy position of the population in the age-group 15-35; all persons	100—101
I-C(II)	Frequency distribution of Districts on the basis of literacy position of the population in the age-group 15-35; Women.	102—103
I-D	Districts with highest and lowest percentages of literacy (1971—all persons)	104—105

(vii)

I-E	Districts showing highest and lowest percentages of literacy (1971)—Women	106—107
II-A	Statement showing Statewise enrolment of Adult Education Centres during 1977—1978	108—109
II-B	Statement showing Statewise coverage of illiterates under Adult Education Programme during 1978-79.	110—111
II-C	Statement indicating Statewise the number of Adult Education Centres functioning as on 30th June, 1979	112—114
II-D	Statement indicating Statewise the number of Adult Education Centres functioning as on 31st January, 1980	115—117
II-E	Statement showing Statewise enrolment under all Agencies/Schemes of Adult Education as on 31st January, 1980	118—120
II-F	Expenditure incurred on the NAEP by Central and State Governments (1978-79).	121—123
II-G	Amount sanctioned under NAEP by Central Government and Budget Provision made by State /UTs during 1979-80	124—126
II-H	Statement showing the expenditure Statewise on Adult Education Programmes under the "Scheme of Assistance to Voluntary Agencies working in the field of Adult Education" during 1977-78, 1978-79 and 1979-80	127

CHAPTER ONE

INTRODUCTION

1.01 Appointment and Terms of Reference: The Review Committee on the National Adult Education Programme (NAEP) was appointed in October, 1979 with the following members:

1. Professor D. S. Kothari *Chairman*
2. Dr. M. S. Adishesiah
3. Smt. Ela Bhatt
4. Shri J. P. Naik
5. Shri V. Siddharthacharry
6. Dr. Surajit Sinha
7. Shri Habib Tanvir
8. Shri B. G. Verghese
9. Shri Anil Bordia *Member-Secretary*

1.02 Its terms of reference were as follows:—

- (a) to review the working of the NAEP in all its aspects, and to recommend any modifications that would improve its implementation, quality and impact;
- (b) to recommend any change in the priority assigned to adult education that may be called for in the light of the review by the Committee; and
- (c) to examine if any economy could be effected in the allocations for the NAEP by better implementation, and more effective participation of educational institutions and non-official agencies.

1.03 Committee's Work: As we were reviewing the NAEP within a year of its commencement, we limited our work to those aspects of the policy and implementation which could be profitably reviewed at this stage.

1.04 We requested State Governments and Union Territory Administrations to send us their views on the NAEP and to ask the adult education instructors and officials responsible for its implementation to send their memoranda to us. We had a notice published in English and Indian languages newspapers inviting views and suggestions on the NAEP from interested persons. Memoranda were received from 6 State Governments and 5 U.T. Administrations, and 362 individuals including District Adult Education Officers and other functionaries of the NAEP.

1.05 We had the benefit of documents on the NAEP prepared by the Ministry of Education and its Directorate of Adult Education and literature made available to us by State Resource Centres and State Governments, as well as papers specially prepared for us by experts on selected aspects of the NAEP. The reports prepared by the Sardar Patel Institute of Economic and Social Research, Ahmedabad, the Indian Institute of Management, Ahmedabad, and the Anugraha Narayan Sinha Institute of Social Sciences, Patna, which had been invited by the Ministry of Education to evaluate the programmes in Gujarat, Rajasthan and Bihar respectively were of considerable value to us.

1.06 We had useful discussions with a number of individuals who included Members of Parliament and of State Legislatures, officials of the Ministry of Education and the Directorate of Adult Education, representatives of other Ministries and Departments, journalists, social workers, representatives of voluntary organisations, functionaries at different levels of the NAEP, staff of the State Resource Centres, teachers of universities, colleges and schools, and public men and women interested in

the programme. We also invited adult education experts to discuss specific problems.

1.07 The pace of implementation of the NAEP has varied widely from State to State. Keeping this in view, members of the Committee visited Andhra Pradesh, Bihar, Jammu and Kashmir, Madhya Pradesh, Uttar Pradesh, Rajasthan and West Bengal.

The programme of our visits included:

- visits to adult education centres;
- meetings with learners and members of the community in which the adult education centres were functioning;
- discussions with adult education instructors, supervisors, project officers, etc.;
- discussions with educationists and social workers interested in the NAEP; and
- meetings with Chief Ministers, Education Ministers and concerned officials of State Governments.

The visits were useful and offered us an opportunity to observe the implementation of the NAEP in the States.

1.08 In all there were 13 meetings of the Committee spread over 29 days. We hope the recommendations made in the Report broadly cover the various aspects of the NAEP referred to us in our terms of reference.

1.09 Acknowledgements: We would like to express our gratitude to the State Governments/Union Territory Administrations and to the many officials and non-officials who assisted us in our visits and helped us in our work through memoranda, specially prepared papers, and discussions. We are most grateful to Shri B. Shankaranand, the Union Education Minister, and to Dr. Karan Singh, the former Union Education Minister,

for their interest in our work and for our meetings with them. We would also like to thank Shri P. Sabanayagam, Secretary, Ministry of Education and Culture and Dr. A. K. Jalaluddin, Director, Directorate of Adult Education and their colleagues for the pains they took to help us in our work. Finally, we would like to place on record our appreciation of the valuable contribution made by Shri Anil Bordia, Member-Secretary, to the work of the Committee.

CHAPTER TWO

ADULT EDUCATION—OBJECTIVES AND ORGANISATION

2.01 We begin this review of the NAEP with some observations regarding (1) the role of adult education in development, (2) the place of adult education in the educational system and (3) the pre-conditions for organising a nation-wide programme of adult education.

The Role of Adult Education in Development

2.02 A socially conscious, vigilant and literate community has a vital role in a democratic society. The Constitution envisaged the provision of approximately eight years of free and compulsory education for all children by 1960 as an essential basis for realisation of the objectives of justice, liberty, equality and fraternity. But we are still very far from achieving universal primary education. This, and the large increase in population, have greatly accentuated the problem of illiteracy which, apart from other things, seriously hampers development vital for the advancement of the nation. It is, therefore, of the utmost importance that the highest priority be given in our national planning to the universalisation of elementary education and to adult education. These two are mutually reinforcing and interdependent. This presupposes, of course, that the education which is provided is "true education"—productive and purposeful, conducive to the enrichment of life, individually and collectively, and to strengthening the commitment for advancement of the community. Adult education and national development go together.

2.03 Aspects of Development: National development comprises economic, social, political and cultural development. Over-emphasis on one facet of development leads to imbalances and

aberrations. Thus implies that a national plan of development should include fuller employment and higher productivity, reduction of economic and social inequalities, a concerted attempt at family planning and welfare, and revitalisation of our rich cultural heritage. Specifically, we shall consider the contribution of adult education in the context of (1) employment and productivity, (2) social justice, (3) family planning, (4) health-care, (5) revitalisation of cultural creativity, and (6) social cohesiveness.

2.04 Employment and Productivity: Programmes of fuller employment and higher productivity in the economy involve intensification and modernisation of agriculture and allied activities and rapid industrialisation. Agriculture cannot be modernised without some exposure of the farmers to the rudiments of science. In addition, a massive programme of employment in activities such as dairying, fishery, village industries, sericulture, etc., would be necessary. This often requires learning of new skills and upgrading of traditional ones. The development of industry cannot be achieved without educated and skilled workers. Moreover, improved productivity in agriculture and industry depends essentially on a literate and trained work-force.

2.05 Social Justice: Development implies increased production and rapid economic growth, and also social justice, *i.e.*, a deliberate attempt to ensure that the benefits of development are properly distributed, to reduce social inequalities and injustices and to raise the standards of living of the common people. Despite past efforts, economic and social inequalities have become aggravated and a vast majority of the people still live in conditions of want and destitution. Several incidents in the recent past have stirred the nation's conscience and an attempt is afoot to grapple effectively with this overwhelming social reality. From this point of view, the legal, administrative and economic measures intended to secure social justice should be strengthened by extending meaningful education to the illiterate and the neglected so that they may responsibly organise them-

selves in their struggle against gross social inequalities and injustices.

2.06 Family Planning: Perhaps no problem is more urgent than the containment of the population growth. Not only is the rate of the country's development partially neutralised by increase in population, but the size of the family also has a bearing on the status of women and the family's economic condition. It is now clear that publicity *per se* and sporadic persuasion have only a limited impact on the success of family planning programmes. The correlation between education and success of these programmes is universally accepted and was incorporated in the National Population Policy (1976). Inclusion of population education in the adult education programme would help observance of the small family norm which entails a perception by the family that family planning is in its interest besides being in the interest of the community. It would also provide the motivation and knowledge for family planning and ensure better utilisation of facilities provided by the Government.

2.07 Health-care: Primary health-care for all is the foundation for an adequate national health service. It implies a shift from curative medicine to prevention of disease and self-reliance in physical well-being. This would need education in nutrition, sanitation, better awareness of the use of indigenous remedies for common ailments and physical exercise, including *yoga* for physical and mental health. Health-care has, therefore, to be viewed as an important aspect of people's education.

2.08 Revitalisation of Cultural Creativity: Development must aim at meaningful and effective tapping of the massive unutilised reservoir of skills and creative social and cultural energy of the poverty-stricken and socially neglected majority of our people. Development of this potential depends on creative interaction between the world of the literate, modern learning of the "educated" and the indigenous world of "non-literate learning" of the urban and rural poor, tribals and other peasants.

2.09 Social Cohesiveness: The vast and widening gap between the educated and the uneducated is one of the distressing features of our society. A significant aspect of a nation-wide programme for adult education would be to bring together the educated and the illiterate and reduce the alienation of the former and make them sensitive to the sufferings of the poor. The educated will also learn from the social values of the people, including dignity of labour, and their devoted practice of a wide range of technological and artistic skills. In fact, the educated may even be the larger beneficiaries in this process. Taken all in all, a properly organised programme of adult education can make a valuable contribution towards an egalitarian and socially cohesive society.

The Place of Adult Education in the Educational System

2.10 The significance of universal literacy and adult education was highlighted very early by our great national leader. Mahatma Gandhi emphasised the need of universal basic education for all children and of adult education with a moral component for social and cultural regeneration and a political component for strengthening the national struggle for freedom. He described mass illiteracy as India's 'sin and shame' and wanted it to be eradicated. Jawaharlal Nehru always emphasised the crucial role of education in national development. Addressing the Conference of Education Ministers in November, 1963, he said "I am quite convinced in my mind that our first plan should be for universal education. Everything else, whether it is industry, agriculture or anything else which is important for us, will grow adequately only if there is the background of mass education."

2.11 Neglect of Adult Education in the Educational System: Unfortunately we are still far from the goal of universal literacy. As stated earlier, we have not succeeded in providing free and compulsory education to all children till they reach the age of 14 years. The neglect of adult education has been even greater. This is reflected in the financial allocations to different sectors of education since 1950. These are given in Table II.1.

Table No. II.1 Financial Allocation to Different Educational Sectors (1951—78)

(In millions of Rs.)

Stages of Education	Expenditure incurred in Five Year Plan				
	First Plan	Second Plan	Third Plan	Fourth Plan	Fifth Plan
Higher Education	140 (9.7)	480 (19.4)	870 (16.8)	6352 (13.9)	14682 (15.2)
Technical Education	200 (13.9)	490 (19.8)	1250 (24.1)	2619 (5.8)	4434 (4.6)
Secondary Education	200 (13.9)	510 (20.7)	1030 (19.9)	14871 (32.6)	31277 (32.4)
Elementary Education	850 (59.0)	950 (38.5)	2010 (38.8)	21681 (47.6)	45819 (47.5)
Adult Education	50 (3.5)	40 (1.6)	20 (0.4)	59 (0.1)	326 (0.3)
TOTAL	1440 (100.0)	2470 (100.0)	5180 (100.0)	45582 (100.0)	96538 (100.0)

Note : (1) figures in parentheses indicate percentage to total.

(2) figures for the First, Second and Third Plans indicate only Plan expenditure, figures for the Fourth and Fifth Plans indicate Plan as well as Non-Plan expenditure.

Source : Plan Expenditure : Planning Commission
Total Expenditure : Budget documents.

While there has been a gradual increase in expenditure on elementary, secondary, technical and higher education, adult education has received hardly any attention. In fact, in the first three Plans there was actually a decline in expenditure on adult education.

2.12 Owing to the neglect of adult education and failure to universalise primary education, Indian society consists largely

of people who are unable to read and write. This itself is one of the reasons for the limited success of the programme of universalisation of primary education. Higher education also suffers because, apart from other things, the catchment area from which gifted pupils are drawn is severely restricted. Moreover, justice and equality demand that in programmes of expansion of educational facilities, social groups which have received no education at all should receive prior attention over those who have received some, if the education system is not further to enhance inequalities. This argument becomes even more compelling because the illiterate population comprises segments which suffer from several other deprivations as well : women, Scheduled Castes, Scheduled Tribes, landless agricultural labourers, nomadic groups and the like.

2.13 Adult Education and Universalisation of Primary Education: The objective of widening of educational opportunity has to be pursued simultaneously through adult and universal primary education. Indeed, the programme of adult education and literacy will lose its efficacy unless a simultaneous effort is made effectively to cover all children by primary education. On the other hand, the promotion of universal education for children quickly and effectively becomes difficult without making an effort to educate the parents as well. It is now generally realised that we have reached a plateau in our primary education because of the failure to reduce wastage rates. A simultaneous effort at adult education will help us break this stalemate. A literate parent is more likely to ensure that children attend school, benefit therefrom, and do not leave it prematurely. It is true that in the past, in many industrialised countries, illiteracy was liquidated mainly through universal education for children. But this was a long drawn out process, costly in terms of human suffering. More relevant and useful is the experience of countries which have made a simultaneous effort to liquidate adult illiteracy and to provide universal education for children, and have reached their goals in a shorter time and at a relatively lower cost.

2.14 Adult and Higher Education: Involvement of institutions of higher education in adult education will bring their teachers and students in close contact with the common people and their problems. This will make their teaching, research and extension programmes more meaningful and challenging. Moreover, institutions of higher education have a major role in programmes of adult education. Mobilisation of the vast energy of students and of the academic community could impart great vitality to the adult education programme and raise its level. It could also help cut down the costs by making adult education a part of the learning programme of the students. The relationship between higher education and adult education is mutually reinforcing. The University Grants Commission and the universities may examine, in consultation with the National Board of Adult Education, how adult education could be introduced effectively in higher education.

2.15 Literacy and Oral and Folk Forms of Learning: The people in our country have always given the greatest importance to learning and education, not only to formal learning, but also to oral and folk forms. These forms of traditional learning have to be supplemented by literacy which is an essential tool in a knowledge-based society. The spread of literacy is also an indicator of a country's economic development. Inter-country studies by Unesco seem to show that there is a threshold of about 50 per cent literacy which, when attained, enables a country to attack the problem of poverty and stagnation. Literacy by itself, however, is not enough. Campaigns which aim at mere literacy fail because literacy, being a tool or a means, seldom provides motivation among learners. Besides, the retention of literacy is low in such programmes.

Adult Education for Development

2.16 Adult education for the people is a basic human need and also a part of the right to education. As it is a necessary basis for the nation's striving for democracy and development, any programme of Basic Minimum Needs should include a nation-wide

programme of adult education. Thus viewed, adult education becomes a means of progress of the country in the direction of a socialist, secular and democratic society visualised in the Preamble of the Constitution. This has a number of implications.

- (1) The programme of adult education should be so organised that it becomes a means to enhance people's participation in national development. This would require the use of participatory methods in learning and emphasis on discussion and articulation.
- (2) In developmental activities, efforts should be made to build a component of adult education. This would increase the effectiveness of the developmental programmes themselves. Similarly, adult education programmes should be based on, and have a substantial content of, locally relevant development programmes.
- (3) Participants in adult education centres should be helped through available delivery systems and, if necessary, through specially created agencies, to acquire skills which will increase their productivity and enable them to improve their standards of living.
- (4) Programmes of adult education should open the doors for a new awareness among the learners of their predicament and bind them together for unified action for a just social order.
- (5) A level of literacy cannot be regarded as adequate unless it enables the learner to use it in a self-reliant manner for his day-to-day needs.
- (6) Literacy need not be the start of the programme, and should never be its end. Anyone who joins the programme should feel that he has joined it for life he may step off, or into, the programme from time to time according to his needs and desires.
- (7) Learning in an adult education programme, if properly organised, should contribute to popularisation of science and to fostering of a scientific temper, and to

dispelling of fear and superstition, fatalism and passive resignation.

- (8) The programmes of adult education should inculcate among the participants a sense of belonging to India's great composite culture and should be permeated by a deep consciousness of unity in diversity.
- (9) The participation of the "educated" in the adult education programme would contribute to a better realisation among them of their duties and responsibilities to the country.

Pre-conditions for Organisation of a Nation-wide Adult Education Programme

2.17 Organisation of a mass programme of adult education necessarily involves many organisational aspects and issues. It is not necessary to go into all of them here and we confine ourselves to a few important ones among them, which can be regarded as preconditions for organisation of such programmes. Specifically, these are : (1) political commitment, (2) need to complete the programme in the shortest possible time, (3) careful planning, (4) flexibility and decentralisation, (5) review and evaluation, and (6) organisation of the programme as a movement.

2.18 Political Commitment: Sustained and nation-wide political commitment is a precondition for a national programme of adult education. The task before the country is so immense that it would require a sizeable allocation of funds. Also, being a part of the process of national development it would necessitate the involvement of many agencies and coordination at various levels. These cannot be achieved without a clear statement of policy on adult education and visible commitment to it.

2.19 Need to Complete the Programme in the Shortest Possible Time: While it is desirable that the programme should cover not only all illiterate persons but also others who need opportunities for continuing their education, such a goal may not be immediately practicable. As we have recommended elsewhere*, the immediate programme should aim at extension of

*Paras 4.02—4.10.

development-oriented adult education to all illiterate persons in the 15—35 age-group, whose number is about 100 million. This programme should be completed as early as possible. If it is spread over a long period of time it could become diffused and dampen motivation. For a more economic use of resources, the programme should be completed within the shortest possible time. Such planning would also avoid loss in terms of the delay in economic returns on the investment made.

2.20 Careful Planning: Given the scarcity of resources, we can ill-afford to ignore the need for the most careful planning. Experience, not only in our country but also elsewhere, has shown that short-duration literacy campaigns, launched with insufficient preparation and without follow-up, have little impact on development goals, and can even lead to further deprivation and frustration because the time and money spent on them could have been better utilised. It also seems necessary that the programme is implemented intensively in compact areas. Such programmes are more able to generate and sustain motivation among adults and are also more likely to be linked with local development efforts. Supervision in such programmes can also be easier, cheaper and more effective.

2.21. Flexibility and Decentralisation—Centrality of the Instructor: There are vast variations in the country in regard to levels of literacy, of language and dialect, the environmental setting, occupations, etc. A programme of adult education has to take note of these and has to be organised in such a manner that it is relevant to learners as well as instructors. Flexibility is an empty principle unless the administration of the programme is effectively decentralised. There are innumerable examples of a genuinely held belief in flexibility remaining infructuous for want of devolution of authority. This demands a high degree of decentralisation in implementation, particularly as regards curriculum, learning materials, instructors' training, etc. Recognition of the importance of flexibility and decentralisation underscores the centrality of the instructor in the design.

and operation of the adult education programme. The instructor should be the central focus around whom the rest of the programme should be constructed. The training of instructors should receive the highest attention and all available resources should be harnessed to raise its level and quality. The same applies to the preparation of learning materials.*

2.22 Review and Evaluation: Owing to the importance of the programme and its magnitude, there has to be systematic evaluation and review on a continuing basis. This should permeate the whole programme, from the evaluation of the learners in an adult education centre to the review of the programme as a whole at the national level. Owing to the emphasis on the nation-wide dimension of the programme and its bearing on the country's development, a machinery for continuous review at the national level is imperative.

2.23 An Adult Education Movement: Most importantly, the programme of mass adult education has to be a national movement, in which all official, non-official, educational and development agencies are closely involved. It should receive full support of the Government—at the Centre, State and local levels. It should enjoy the goodwill and support of all political parties and the various mass organisations of workers, peasants, women, youth, etc. The educational institutions, the teaching community and students have a special responsibility towards the programme. A large section of the potential learners are workers in industry, mines, plantations, etc. It would, therefore, be essential for employers to make their employees and their families literate and to provide appropriate incentive to them. The media, both traditional and modern, will have to play a far bigger role than at present. There are in the country voluntary organisations devoted to social uplift established under the inspiration of our great leaders. They have a very significant role to play, particularly in promoting innovation and in reaching areas and sections of the population which generally tend to be neglected.

*These aspects have been dealt with in Chapter V.

CHAPTER THREE

THE NATIONAL ADULT EDUCATION PROGRAMME : A REVIEW

3.01 Before reviewing the NAEP, it would be desirable to give a brief account of adult education programmes during the last few decades. This will also help in formulation of the lines on which the NAEP may be reorganised.

Early Efforts

3.02 As described earlier the need for universal literacy was stressed by our national leaders as an integral part of the economic, social and cultural advancement of the country. Consequently, when the Congress Governments first came to power in 1937, they attempted to expand primary education and to spread literacy among adults. The campaigns could not be sustained as these Governments resigned in 1939-40. However, the significance of the programme was again stressed by the Post-war Plan of Educational Development, prepared by the Central Advisory Board of Education in 1944, which proposed that, by 1984, the country should provide universal education for children and liquidate adult illiteracy.

Development since Independence

3.03 The Constitution, adopted in 1950, emphasised the central importance of education in national development and included a Directive Principle to provide, by 1960, free and compulsory education for all children up to the age of 14 years. By 1965-66 only about two-thirds of the children in the age-group 6-14 had been enrolled. Even among them the drop-out rate continued to be high. As regards adult education, there was an attempt to move away from mere literacy, and to link it with

development. This was to be carried out through 'social education', a part of the Community Development programme. Adult education, however, received low priority and was pursued on a modest scale.

3.04 Literacy in the country as a whole increased only from 18.3 percent in 1951 to 34.5 percent in 1971. This was largely a consequence of the expansion of primary education. However, because of the large increase in population the number of illiterates actually increased during this period from 247 million to 307 million.*

3.05 The Gram Shikshan Mohim: A reference deserves to be made of the Gram Shikshan Mohim in Maharashtra which provides important lessons for organisation of mass programmes of adult education. The Mohim was intended to be a mass campaign for adult literacy by making entire villages literate, mostly through the honorary services of primary school teachers and initiatives taken by the local community. In several areas of the State it achieved remarkable results, specially where dedicated leadership was available. But it could neither be sustained over time nor be spread to all parts of the State. Basically this failure could be attributed to (1) the limitation of the programme to mere literacy and that too of a very inadequate level, (2) failure to create the infrastructure needed for post-literacy and follow-up work, and (3) poor financial support.

3.06 The Education Commission (1964-66): The need to give high priority to universal primary education and liquidation of illiteracy was stressed by the Education Commission. In its perspective plan of educational development in the country (1966—86), the Commission provided both for the universal education of children and for liquidation of adult illiteracy. The Commission emphasised that as a base for the country's development the percentage of literacy should be increased from about 30 percent in 1966 to 60 percent within five years, viz. by 1971. It further recommended that the percentage of literacy

*Table I-A at the end of the report.

should increase to 80 percent by 1976 and that illiteracy in the country should be liquidated by 1986. This implies a literacy rate of about 80 to 90 percent for the country as a whole. Even for highly industrialised countries the total literacy rate is never one hundred percent. It recommended that adult education should be promoted both through a 'selective' and a 'mass' approach. It stressed active involvement of teachers and students. The Report also recommended that mass media should be used as a powerful educational aid to create a proper climate, and for motivation; that an adequate follow-up programme should be developed; and that voluntary agencies should be fully utilised and given every encouragement. The Commission gave considerable importance to the setting up of a National Board of Adult Education, with appropriate organisations at the State and district levels.

3.07 The National Policy Resolution (1968): The recommendations of the Education Commission were considered by the Government of India and the Resolution on National Policy on Education was issued in 1968. The National Policy emphasised the significance of universal literacy, "not only for promoting participation in the working of democratic institutions and for accelerating programmes of production, especially in agriculture, but for quickening the tempo of national development in general". The National Policy also recommended (1) that the employees in large commercial industrial and other concerns should be made functionally literate as early as possible, (2) that teachers and students should be actively involved as part of social and national service programme, and (3) that special emphasis should be laid on the education of young practising farmers and to the training of youth for self-employment.

3.08 Central Schemes: In the next ten years, three main programmes of adult education were initiated by the Central Government:

- (1) *Farmers' Training and Functional Literacy:* Started in 1967-68, it had three distinct components, viz., functional literacy, farmers' training and radio programmes

for farmers. These were the responsibilities of the Ministries of Education, Agriculture and Information & Broadcasting respectively. The ultimate objective was to set up a project in every district, but only about 140 districts were covered by 1977-78.

- (2) *Workers' Education*: The second programme was started with the establishment of a Polyvalent Adult Education Centre at Bombay in 1967. It aimed at providing skills and information to workers relevant to their work and for the welfare of their families.
- (3) *Nonformal Education*: Started in 1975, this scheme was for the age-group 15—25. Its significant aspect was the emphasis on locally relevant and diversified content, including science. The teaching and learning materials prepared under this scheme, though very limited in numbers, were of good quality.

3.09 Besides these Centrally sponsored programmes there were programmes of the State Governments. For example, in West Bengal, Orissa and Assam, social education centres, started as a part of the Community Development programme, continued to be run. A notable contribution was also made by a number of voluntary organisations, the outstanding among them being the Karnataka Adult Education Council, the Bombay City Social Education Committee, and Literacy House, Lucknow.

The National Adult Education Programme (1978)

3.10 The NAEP is, in a sense, a continuation of these earlier efforts, and a significant scaling up. It was formally launched on the 2nd October, 1978. The year 1978-79 was the Preparatory Year. We shall first describe the salient features envisaged in the NAEP. This would be followed by an account of what has been achieved in the last two years.

3.11 Persons to be Covered: The objective of the Programme is to cover within a period of about five years (1979-80

to 1983-84) the entire illiterate population in the 15—35 age-group. The estimated size of the illiterate population in this age-group (in 1976) was about 100 million, as against a total population in this age-group of about 200 million. Assuming that this programme was successfully completed by 1984, the literacy rate of the country as a whole would still be no more than about 60 per cent. The yearwise break up visualised in the NAEP is given in Table III.1.

Table III. 1 : Coverage Visualised in the NAEP

Year	Number of persons to be covered (millions)
1978-79 (preparatory year)	1.5
1979-80	4.5
1980-81	9.0
1981-82	18.0
1982-83	32.0
1983-84	35.0
TOTAL	100.00

We shall return to this aspect in para 3.19.

3.12 The Concept and Content: The NAEP has three elements: Literacy, functionality and awareness. Literacy includes reading, writing and numeracy. Functionality includes improvement of the skills and capabilities of an individual in discharge of functions as part of his vocation, as a citizen and as a member of the family. Awareness visualises a sense of social obligation, and includes consciousness about the manner in which the poor are deprived of the benefits of the various laws and policies intended for them. The NAEP assumes that these objectives would be realized through a basic programme of ten months to be followed by post-literacy and follow-up activities. It also intends to bring together the various adult education programmes of the Central and State Governments that existed earlier.

3.13 Resource Development: The NAEP recognises the importance of training for instructors as well as all others involved in the programme. It also envisages that relevant and diversified instructional materials would be made available by competent agencies. The Directorate of Adult Education at the Centre was designated as a National Resource Agency and strengthened. As envisaged in the Programme, State Resource Centres have been set up in most of the States. In addition to training and production of learning materials, the State Resource Centres (SRC) assist in the production of post-literacy and follow-up materials.

3.14 Organisation: The basic unit of the NAEP is an adult education centre. It is under the charge of an instructor who is paid a monthly honorarium of Rs. 50. About 30 centres are placed under a supervisor; and 100—300 centres, located in a compact area, form a project, headed by a project officer. The salary of a supervisor is about Rs. 560 (inclusive of fixed TA) and that of a project officer varies from Rs. 700 to Rs. 1000 p.m. Separate Directorates of Adult Education are to be set up in the States; and there is provision for a post of District Adult Education Officer in each district. Advisory boards are also to be set up at the national, State and district levels.

3.15 Implementation Agencies: The Programme envisages involvement of all official and non-official agencies which can contribute to its effective implementation. Voluntary agencies have been given an important place. The Programme emphasises that educational institutions—universities, colleges and schools—have a major role to play. Employers in industries, trade, etc. are expected to set up literacy centres for their employees. The Programme does not specifically indicate how this is to be achieved. The NAEP recognises that organisations of workers, peasants, youth and teachers can contribute to the Programme; but they are not eligible for financial assistance.

3.16 Finance: The expenditure per learner has been calculated at approximately Rs. 100, including administrative and

follow-up costs. In the Sixth Five Year Plan (covering the first four years of the NAEP) the requirement of funds was estimated at Rs. 6,860 millions. However, in the Draft Plan for 1978--83, a provision of only Rs. 2,000 million has been made, divided equally between the Central and the State Plans.

3.17 Evaluation and Monitoring: An important feature of the NAEP is regular monitoring and evaluation. The appraisal of the projects in the field is intended to be done by institutions of social science research and of higher education.

Progress of the NAEP (1979-80)

3.18 The NAEP has run for two years: the Preparatory year (1978-79) and the First Year (1979-80). The data for this period is inadequate. Despite this insufficiency, however, a reasonably clear picture of the broad achievements and deficiencies of the NAEP has emerged from the various discussions, visits and the documents referred to in Chapter I.

3.19 Annual Phasing: In fixing the size of the annual programme in the NAEP, it appears that the overriding consideration was the desire to complete it in five years. Adequate attention has not been given to the capability of an area to develop the programme, the availability of persons who could function as instructors, arrangements for training them, availability of funds and so on. Realistic exercises of this type are not easy to work out. But in their absence, no reliable estimation regarding the number of persons to be covered each year is possible. This will be a primary task of the proposed National Board of Adult Education.

3.20 Size: Under the present arrangements, detailed data about educational institutions takes about two years to be compiled for the country as a whole. The monitoring arrangements under the NAEP to get the data quickly have not yet become effective. However, on the basis of the data available to us the broad picture that emerges is summarized in Table III.2.

Table III.2: Adult Education Centres and their Enrolments (1977-78 to 1979-80)

(Figures in 000s)

Year	No. of Adult Education Centres	Adults Enrolled
1977-78	16	675
1978-79	NA	2,171
1979-80 (As on 30-6-1979)	94	NA
1979-80 (As on 31-1-1980)	116	3,233
1979-80 (Estimates for 31-3-80)	130	3,640

N.B. : The State-wise break-up of the data is given in Tables II-A to II-E at the end of the Report.

Source : Ministry of Education and Culture.

3.21 Before the NAEP, the size of the adult education programme had a total enrolment of 675,000. In the Preparatory Year, this increased to 2,171,000 (or about three times) against a projected coverage of 1,500,000.* In 1979-80, it has risen to 3.6 million against the projected enrolment of 4.5 million.* The shortfall in performance is due to lack of interest in some State Governments, drought which has affected large parts of the country, and general elections. There is enthusiasm for the NAEP among learners and everything should be done to harness it for strengthening the new programme.

3.22 Enrolment of Priority Groups: The NAEP lays special emphasis on the enrolment of women, scheduled castes and scheduled tribes. Data on the enrolment of these groups is given in Table III.3.

*Table III.1.

Table III.3: Enrolments of Priority Groups as on 31-1-1980.

(Figures in 000s)

	Enrolment	Percentage to total
Women	1,153	35.8
Scheduled Castes	613	19.1
Scheduled Tribes	487	15.1
	<u>2,253</u>	<u>70.0</u>

N.B. : The State-wise break-up is given in Table No. II-E given at the end of the Report.

3.23 The Content: Broad Conclusions: An important aspect of the NAEP is its emphasis, not only on literacy, but also on functionality and awareness. Our discussion with the persons involved in evaluation and implementation of the programme and our field observations lead us to the following broad conclusions:

- (1) The programmes so far have largely remained confined to literacy. Further, in the absence of necessary research and the failure to develop appropriate methodologies of literacy learning, even the literacy programme has not been as effective as it should be.
- (2) Perhaps the most crucial aspect of NAEP is the linking of adult education with development programmes. This is not easy to achieve and, in spite of some efforts made in this behalf, it has not yet been possible to organise this linkage. Consequently, the development orientation of the programme has been superficial and the functional components in the courses almost non-existent.

- (3) As far as the awareness component is concerned, although some useful work has been done in some projects, where proper leadership was available, there is, generally speaking, a lack of clarity among the workers regarding the meaning and content of awareness.
- (4) Little attention has been paid in the present programme to science. The NAEP could make a significant contribution to popularisation of science and its relation to environment. It could promote in the participants some feeling and awareness of the relation of science to our great cultural heritage, and that it is the most precious asset we have to shape the future.
- (5) A number of States—for example, Assam, Himachal Pradesh, Madhya Pradesh, Meghalaya and Orissa—seem to have remained almost unaffected by the NAEP and still continue to run literacy programmes of the earlier type.
- (6) The Programme, despite its intent, is, in practice, not flexible, diversified and decentralised enough.

3.24 Learning materials, generally speaking, have been prepared for a whole language group, often separately for men and women, but without giving due attention to the diverse interests and needs of the learners. While the importance of functionality and awareness, as integral parts of the adult education programme, is being increasingly recognised, much effort would be needed to achieve this integration in practice. This is an entirely new field which would require a good deal of experimentation.

3.25 As stated in Chapter II, we attach great importance to the socially integrating role of the adult education programme. It brings together the “educated” and the illiterate, and if the Programme is viewed as a joint learning process, each can learn from the other. There is hardly any awareness of this aspect

among the functionaries of the programme and it was poorly reflected in the working of the centres.

3.26 Organisation and Administration: For implementation of the NAEP, State Governments and Union Territory Administrations have set up either separate Directorates or have expanded the Directorates of Education. In regard to the administrative arrangements certain difficulties have become apparent.

- (1) The existing machinery at the Central level (which includes the Directorate of Adult Education) would need considerable strengthening to be able to deal with the rapidly expanding programme.
- (2) In some States, the State and district level staff has been selected keeping in view the special requirements of the programme. This, however, does not hold for most of the other States. The latter have made appointments largely on the basis of seniority amongst officers of the Education Department. Such staff is unlikely to show initiative and qualities of leadership, so essential for the success of a programme of this kind.
- (3) Administrative and financial powers remain centralised both in the Centre and the States. Release of funds to voluntary agencies in the case of the Central Government and to project officers in that of the State Governments has tended to be unusually delayed. The District Adult Education Officer who has a very important role to play has not been delegated powers adequate to his responsibility and tasks. Also, the question of provision of adequate academic and technical support to the District Adult Education Officer will need to be looked into.
- (4) The instructors have been selected, in most cases, from amongst locally available persons. While on the

whole, they are working enthusiastically, there is need to take a fresh look as regards their honorarium, particularly with a view to reducing the gap between their honorarium and the pay of supervisors and project officers.

3.27 Implementing Agencies: A large number of agencies have participated in the Programme as shown in Table III.4.

Table III.4: Implementing Agencies and the Centres Conducted by Them (1979-80).

(Figures in 000s)

Implementing Agency	No. of centres conducted	
	as on 30-6-1979	as on 31-1-80
I. State Governments		
1. Rural Functional Literacy Programme	28 (29.7)	38 (33.1)
2. State Projects	20 (20.9)	35 (29.8)
3. Integrated Child Development Services Programme	3 (3.2)	5 (4.1)
Total, State Governments	51 (53.8)	78 (67.0)
II. Voluntary Agencies		
With aid	19 (20.2)	22 (19.8)
Without aid	14 (14.5)	6 (4.8)
Total, Voluntary Agencies	33 (34.7)	28 (24.6)
III. Universities & Colleges	3 (3.9)	5 (4.4)
IV. Nehru Yuvak Kendras	7 (7.6)	5 (4.0)
Total	94 (100.0)	116 (100.0)

N.B. : Figures in parentheses show percentage to total.

About 67 per cent of the centres are run by the State Governments, through the Education Departments. In some cases departments of Social Welfare and Rural Development are also involved. The departments concerned with the various development programmes in the States are yet to be involved in the NAEP. Their involvement is essential to link adult education with development. The involvement of Panchayat Raj institutions and the cooperative societies can also lend strength to the programme. Voluntary agencies have made a substantial contribution, being about 25 per cent. The role of universities and colleges, though small at present, is growing. Schools have so far remained outside the programme. Employers in the organised sector are still largely unaffected by the programme. The media, specially radio and TV, have made a beginning but their contribution is marginal.

3.28 It is apparent that, taken as a whole, the majority of the institutions, agencies, the media and individuals who could make a contribution to the programme are yet to be involved in it. Every effort should be made to utilise to the fullest possible degree the facilities and resources of the schools. How these institutions can be involved would need careful and continuing examination, by the agencies responsible for the policy and implementation of the NAEP at different levels.

3.29 Summing up: To conclude, two things stand out clearly which are obvious but need repeating:

- (1) The country has not yet been able to implement the Constitutional Directive of universal primary education; and considering the magnitude of the task, the programmes of adult education have been pursued on a very small scale. The literacy rate has grown at less than one per cent a year while population has been growing at over two per cent a year. Consequently, the number of illiterates in our midst is continually rising and we have about a third of the total illiterates in the world. The objective of universal literacy has

to be promoted through the twin provision of universal education for children and a massive programme of adult education. Both these mutually reinforcing programmes need to be pursued with determination and sustained vigour, as national programmes having the involvement of the educational institutions and development agencies and with the full support of the political parties.

- (2) The results achieved so far, though limited in scale, are sufficient to generate confidence in the future of a massive programme of adult education. However, there are, in the programme as presently implemented, several serious weaknesses and we doubt whether it could achieve its objectives unless certain radical changes are made. The task of organising mass programmes of adult education is extremely difficult and complex. Proper education contributes effectively to rapid economic and social development and to national integration. But indifferent education will, in fact, be wasteful of national resources, and even worse. Effective and meaningful programmes of adult education need careful planning, and there is no escape from learning to organise them the hard way—through intensive and careful preparation, learning from experience and taking reasonable risks.

Recommendation

3.30 We recommend that persons of age 15 to 35 should be covered in the shortest time possible by a programme of adult education. Nothing should be done to weaken the momentum generated in the community for the Programme. The NAEP should be continued, and steps taken to radically modify and strengthen the programme as described in the following Chapters.

CHAPTER FOUR

THE FUTURE PROGRAMME—SCOPE AND ORGANISATION

4.01 In this and the following two Chapters we discuss important modifications and strengthening of the NAEP proposed by us. We begin with proposals relating to the scope and organisation of the future programme. Our recommendations include: establishment of an autonomous National Board of Adult Education; widening and deepening of the content of the programme and increasing its duration; improvements in planning and implementing at all levels; and monitoring, evaluation and research.

Magnitude of the Programme and Annual Projections

4.02 Age-group to be Covered: The declared objective of the NAEP is to bring into the programme the entire illiterate population in the age of 15 to 35, which constitutes a major segment of the work force. Its purposeful and effective education would pay early and rich dividends in increased productivity, improvement in health-care and family planning, and general betterment of the social and political life of the community. The main focus of the programme should continue to be on the age-group 15 to 35, although persons outside these age limits are not excluded from it, if they desire to participate.

4.03 Size of the Programme: The total illiterate population in the age-group 15 to 35 was about 90 million in 1951 and 95 million in 1961. In 1971, it was 97 million, in a total population of 168 million in this age-group, which will increase to 230 million in 1981; and we may roughly assume a figure of 100 million as the total number of illiterate population in

the age-group to be covered by the Programme. This was also the figure assumed in the NAEP. This is a huge task, the enrolment of persons being of the same size as the total enrolment in the education system today.

4.04 As regards the annual projections for the Programme, the NAEP figures were not based on any realistic estimation of the available facilities and resources needed. The implementation of the Programme is primarily a responsibility of the State Governments. The percentage of literacy varies largely from State to State—from 18.6 in Jammu & Kashmir to 60.4 in Kerala. The rate of increase in percentage of literacy between 1951 to 1971 has also varied from 7.7 percent in Bihar to 19.7 percent in Kerala.* Within a State, the variations are even larger. For instance in Orissa the percentage of literacy varies from 15.2 in Koraput to 53.3 in Cuttack. These disparities became even greater in respect of women and persons belonging to the Scheduled Castes and Scheduled Tribes.** Nevertheless, every State should endeavour to move as fast as it can, and we expect that several States and a large number of districts in every State would cover the entire illiterate population in the age-group 15—35 within 5 years. Some States and especially districts with very low literacy rates would take longer. But all States and districts should be able to attain the objective within 10 years. The achievement of literacy in a State District of 80 to 90 per cent should be considered as reasonable fulfilment of the objectives of the programme. Special central assistance should be provided to the States in which the level of literacy is relatively low particularly for the tribal, hill and desert areas.

4.05 The proposed National Board of Adult Education† should immediately initiate action for the preparation, through the State Governments, of State and District Plans for adult

* For details see Table 1-B at the end of the Report.

** For details, see Tables I-D and I-E at the end of the Report.

† Paras 4.28 and 4.29.

education. This, however, would take some time. As soon as they are ready, these plans should be widely publicized. This would help to involve the community and generate enthusiasm in the people for the programme.

4.06 Pending the finalization of the plans, we suggest that the projection for the year 1980-81 may be retained at nine million, as envisaged originally in the NAEP.

Widening and Deepening of the Content

4.07 Content: The three mutually over-lapping and reinforcing components of the programme are literacy, functionality and awareness. The content of these should be wider than at present.

- (1) *Literacy and General Education:* While it is possible to acquire basic literacy in about 200 hours, relapse to illiteracy in such cases is large. The level of literacy has to be sufficiently high if it is to contribute to the life and work of the learners and if the risk of relapse to illiteracy is to be reduced. Literacy should be integrated with general education which should include knowledge of the basic principles of the Constitution, promotion of national integration, and a deepening of the cultural background. The participants should be encouraged to learn about health and family planning, the importance of conservation of environment, the relevance of science and scientific temper for shaping the future, and practice yogic exercises for physical and mental health.
- (2) *Functionality:* The aim of functionality is improvement of vocational skills and for more productive use of time. For a dry land agriculturist, for instance, it implies an understanding of means for better care of his land, dexterity in modern dry-farming, and information about the institutions which can provide inputs for improved agriculture. Functionally should also include

acquisition of skills to supplement one's income through village industries and activities such as poultry farming and dairying.

- (3) *Awareness*: This is not easy to define. But it is a significant element of the Programme, and what can actually be realised will depend much on the perception, competency and commitment of instructors and supervisors. An important aspect of awareness is that the poor should become conscious that, to a great degree, they can shape their own future through the interlinking of learning, reflection and concrete action. It should also mean an understanding of laws and Government policies affecting them, and a realization that unless organised action is taken, they may continue to be deprived of the benefits implied in these laws and policies. Many examples could be cited: Scheduled Castes being excluded from using the village well, share-croppers denied entry in revenue records, small farmers excluded from benefits of the Small Farmers' Development Agency Scheme, agricultural labourers deprived of the prescribed minimum wages. The learning programme should emphasise that success in such matters is much more likely if pursued in an organised and cooperative manner.

4.08 Stages: The present programme is for 10 months, with some provision for post-literacy and follow-up activities. This is insufficient for an effective and purposeful adult education programme, specially if its content is to be wider and is to lead to tangible development. We, therefore, recommend a programme of about three years for learners. It could be divided into three stages and should be pursued continuously as far as possible. In the beginning, only a small proportion of learners will complete the third stage, say about 30 per cent. But as time passes, and motivation of the learners and the quality of the programme improve, this proportion will increase substantially. A general indication of the contents of each stage, which

ought really to be determined largely by the interests of learners and the local circumstances, is given below:

Stage I A programme of about 300-350 hours spread over a year. It should include basic literacy, general education with emphasis on health and family planning, functional programmes relating to the learners' vocations and some familiarity with laws and policies affecting them.

Stage II A programme of about 150 hours spread over a year. It would be the stage of re-inforcement of literacy skills and its use in daily life, as well as wider education including appreciation of science in relation to one's environment, elements of geography, and history emphasising India's great and composite culture. This stage should contribute to improvement of vocational skills and initiate learning about supplemental employment (e.g. village industries, dairying, poultry, piggery). The participants should be encouraged to form discussion groups and to organise action for development.

Stage III A programme of approximately 100 hours spread over a year. The aim at this stage would be achievement of a reasonable degree of self-reliance in literacy and functionality and better appreciation of the scope and value of science. This stage should also strengthen the ability to discuss important problems facing the individual, family and the community and take organised action for their betterment.

4.09 Adult Education and Development: The most important aspect of the future Programme is the emphasis on linking adult education with development. This is essential for obtaining tangible results and to reinforce the motivation of learners. It would require sustained effort and coordination of several agencies. On the one hand, wherever developmental activities

are organised steps should be taken to introduce adult education programmes for those working on the projects as well as for the potential beneficiaries of the projects. On the other hand, participation in development activities should become an essential feature of all adult education. In short, the NAEP should grow into a kind of action programme for development through education and of education through development. The responsibility for the education of participants in developmental programmes should rest with the agency responsible for the development activity. Similarly, the responsibility for the development orientation in adult education would be of the agency responsible for implementing the NAEP. Additional funds, if necessary, should be provided to development agencies for the education component.

4.10 Language: The medium for Stage I should be the spoken language of the learners as far as possible. Where the spoken language is a dialect, learning of the regional language should be a part of the programme—if not in Stage I, then at least in the later stages. Where the spoken language is a minority language it should be possible for learners to continue their education in that language. The use of international numerals should be insisted upon. Wherever possible, learners should be encouraged to learn the Roman alphabet to help in understanding the symbolism used in science.

4.11 Flexibility: It is important that the content of the programme is related to the working and living conditions of the people and to the environment. Apart from this, there is need for flexibility with regard to the contents of the three stages and their relative emphasis on the three components of the programme. Flexibility in the programme is not possible unless the training of instructors is of adequate quality and the teaching materials give due consideration to local needs and resources.

Motivation

4.12 Sustained motivation of millions of learners to participate in the Programme and involvement—for mutual benefit.

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of a vast number of educated persons is a task of crucial importance.

4.13 Motivation among Learners: Motivation among learners is strengthened if the programme is implemented as a part of the Basic Minimum Needs Programme of the National Plan which seeks to improve the standard of living of the people. Motivation of a learner is greatly reinforced when his progress in learning is visible to him, as also the benefits likely to accrue. Apart from this, an environment favourable to adult education—from the national to community level—would greatly influence the motivation of learners. This depends upon the explicit support of the Government and of the political parties, and the involvement of the mass media. It will be facilitated by organising the programme intensively in compact areas. It is important that the adult education centre should provide a focus of interest for the entire community. Motivation will also depend on the manner in which adult education centres are conducted—adequacy of light and other facilities, attractiveness and relevance of the content and instructional materials, treatment by the instructor of the learners as equals, and organisation of interesting programmes of discussions and of cultural and sports activities. Motivation would also be helped if the learners at an adult education centre get some assistance from the various official and semi-official development agencies to solve some of their problems. These might include supply of fertilizers, use of the adult education centre by the Health Department to deal with problems of health-care, discussions by the village *patwari* (person responsible for maintaining revenue records in a village) regarding entries in revenue records, etc.

4.14 Motivation among Workers: Steps should be taken to create circumstances which will motivate adult education workers, particularly instructors and supervisors. These would include (1) opportunities for personal and professional advancement; (2) treatment by the community of these workers with deference and as equal partners by colleagues in the implemen-

tation agency; (3) provision of a set of incentives—such as recognition at public functions, preference in employment, preferential treatment in provision of loans and other inputs; (4) timely release of funds and regular payment of honorarium pay; and (5) priority for exercise of individual initiative and making locally relevant modifications in the programme.

4.15 Imaginatively organised promotional activities can significantly contribute to the success of an adult education programme. No financial assistance is available at present for promotional work not directly connected with the conduct of the adult education centres. For instance, troupes of performers of songs, dance or drama could help in creating a climate for it. Similarly, institutions which train such performers will also have an indirect contribution to make for the development of a programme. Such promotional activities need to be developed on a large scale and a certain proportion of available funds should be set aside for the purpose.

Participation of Priority Groups

4.16 Illiteracy is largely a problem of social groups among whom literacy rates are low and who also suffer from other handicaps which make it difficult for them to participate in programmes of adult education. It is most important to ensure greater participation of these groups in the future adult education programme. This implies detailed attention to their needs and problems and to the adoption of special measures to help them to participate.

4.17 Women: In the age-group 15—35, the literacy rate for women (1971) was only 17.6. It is less than 10 per cent in 57 districts and between 10 to 20 per cent in 132 others.* In the 10 districts with the lowest literacy among women, the percentage varies from 3.1 in Subansiri (Arunachal Pradesh) to 5.4 in Sidhi (Madhya Pradesh)**. The picture becomes far

* Table I-C (II) at the end of the Report.

** Table J-E at the end of the Report.

worse for women belonging to the Scheduled Castes and Scheduled Tribes. For instance, in the 10 districts where literacy among Scheduled Caste women is the lowest, the percentage varies from 0.2 per cent in Jalor (Rajasthan) to 0.06 per cent in Mehboobnagar (Andhra Pradesh)**. The corresponding figures for Scheduled Tribe Women are from 0.03 in Guna (Madhya Pradesh) to 0.3 per cent in Champaran (Bihar)**. The immense magnitude of the task is thus obvious

4.18 Several special problems have to be faced in promoting adult education among women. Very often, the men in the family and community have to be persuaded before women can start learning to read and write. Most poor women are overworked—they have to go out for work like men and also manage their homes and children—and do not have the time and energy to participate in adult education. It is often difficult to find a common time for number of women to attend an adult education centre and they are also unable to leave their homes for long so that instruction has to be individualized or given in small groups near their homes. More often than not, they have to carry young children to the class and unless there are some arrangements to look after the children, they are not able to concentrate on studies. They need women instructors and supervisors but these are not available in adequate numbers; and so on.

4.19 Special efforts, on the lines indicated below, have to be made to enable women to overcome hurdles in their participation in the Programme.

- Intensive and sustained measures will be necessary to influence social attitudes which discourage participation of women and to create an atmosphere in the home and the community in support of women's education and to overcome their lack of self-confidence.
- The content of the education programme will have to be closely related to their life and problems and should help them to get over fatigue. Discussions on issues

** Table I-E at the end of the Report.

like women's status and social evils, entertainment programmes, group-singing, games, excursions, and other activities should figure prominently. The content should also emphasise maternity and child-care.

- Child-care facilities should be provided with each adult education centre for women.
- Adult education programmes for women are more likely to succeed if they can be organised during and as a part of their working time. Government, development agencies, including construction works and employers in the organised and semi-organised sectors will have to reorganise the work schedules accordingly.
- Special efforts are needed to prepare women instructors, especially from the Scheduled Castes and Scheduled Tribes. Suitable courses should be organised for the purpose. Emphasis should be laid on the recruitment of an adequate proportion of women instructors and supervisors and women functionaries at other levels.
- Institutions for the education of girls and women at all levels (schools, colleges, etc. particularly colleges of home science) should be involved in the programme. The services of women teachers, women employees in the public and private sectors, women social workers, and house-wives should be utilised to promote the programme.
- Along with an adult education centre, efforts should be made to organize *mahila mandals*. This will help women to come together for continuing education, recreation and participation in development programmes.

4.20 The need to involve women in adult education on an adequate scale should be continuously emphasized on with the implementing agencies and functionaries at all levels.

4.21 Scheduled Castes: According to the 1971 Census, literacy among the Scheduled Castes (all ages) was only 14.7 per cent (22.4 per cent among men and 6.4 per cent among women). It is particularly low in Bihar (6.5 per cent), Rājasthan (9.1 per cent) and Uttar Pradesh (10.2 per cent) where the population of Scheduled Castes is also very large. The magnitude of the task is immense, as one out of every seven Indians belongs to a Scheduled Caste.

4.22 The problems of adult education of Scheduled Castes become complicated by their social disabilities, acute economic problems and the belligerence of persons belonging to other castes which, in certain localities, has led to violent and explosive incidents. Special efforts are, therefore, needed to extend adult education to the Scheduled Castes. These include the following:

- The ideal situation would be for the Scheduled Castes and others to learn together. Certain sections in the community, however, are reluctant to participate in programmes with them. In such situations, separate centres for Scheduled Castes, preferably in their own *bastees*, should be organised. However, there should be a continuing effort towards common programmes for all communities.
- The content of the programme should relate to the problems faced by the Scheduled Castes in their daily life—availability of drinking water, treatment meted out to their children in schools, difficulties in getting loans from banks and cooperative societies, and various types of social inequalities and injustices suffered by them. The programme should enable the Scheduled Caste participants to learn about the various schemes of Government from which they can benefit, get redressal of their grievances through appropriate machinery, and to organise themselves for these purposes.

- Special arrangements should be made for continuing education of Scheduled Caste persons who have completed the different stages at the adult education centre. It should be possible for some of them to continue education beyond Stage III also. Arrangements for skill training to improve the employability should also be organised.
- There should be adequate representation of the Scheduled Castes on the National and State Boards and District Committees for Adult Education. They should also have adequate representation in local committees at the project and adult education centre levels.

4.23 Adult education programmes for the Scheduled Castes cannot be treated in isolation from their socio-economic problems, especially in villages. What is needed, therefore, is a simultaneous effort to enable them to participate in the programme and use it as a means of improving their general condition. This implies considerable work among the Scheduled Castes as well as among the others and needs competent and dedicated instructors and supervisors who should have the support of local and higher level leadership and the official agencies. If properly developed, adult education can be a powerful instrument to change the condition of the Scheduled Castes, to reduce the rigour of their social disabilities, and to improve their position vis-a-vis the other Castes.

4.24 **Scheduled Tribes:** The population of the Scheduled Tribes is 7 per cent of the total and the overall literacy rate among them is even lower than among the Scheduled Castes. In the 1971 Census, it was only 11.3 per cent (17.6 per cent for men and 4.9 per cent for women). As in the case of Scheduled Castes, the various Scheduled Tribes are at different levels of development. Their basic problem is also similar—poverty, exploitation, ill-health and ignorance which will have to be tackled together. In case of Tribes which live in certain concentrations, the main problems arise from paucity of communi-

cations, inaccessibility of their habitations, scattered population, lack of adequate institutional infrastructure, dearth of qualified local instructors and the variety of tribal dialects. Where tribals live in localities, the main problems arise from poverty and exploitation, alienation from their roots and tensions between the tribals and others.

4.25 The main features of the programmes of adult education to be developed for the Scheduled Tribes are the following:—

- special attention should be paid to the less advanced and the relatively isolated Scheduled Tribes.
- The programme for tribals should take note of their close affinity with forests and nature generally, their rich cultural heritage, egalitarian and corporate social values, and beautiful crafts. These need to be supported *per se* and made part of the adult education programme.
- Special steps should be taken to train, through condensed courses, local workers among the tribals so that they might be recruited as instructors and supervisors. This is specially important because of the need to use the tribal languages in the instructional programme. It also assumes significance among the less advanced tribals (e.g. remote areas like Arunachal Pradesh or Bastar District in Madhya Pradesh) and for tribal women.
- The tribal languages pose a special problem especially where the tribals do not have adequate familiarity with the regional languages. The choice of instructors should give due weightage to knowledge of the tribal dialect. Steps will also have to be taken to train non-tribal instructors in tribal dialects.
- Establishment of industries and opening up of new mines in the tribal areas leads to the retreat of the

tribal people into the interior. They seldom benefit from investments and opportunities in their vicinity. Special arrangements, e.g., through establishment of Shramik Vidyapeeths, should be made to train tribal youth in order that they may be able to benefit from these programmes.

- The Integrated Tribal Development Agencies set up for implementation of the tribal sub-plans should be utilised for adult education also. This would facilitate combination of adult education with other useful programmes. There are a large number of voluntary agencies with a remarkable record of service to the tribals, and they should be fully involved.

4.26 As in the case of Scheduled Castes, the adult education programme among the tribals will have to be a mix of education and development, emphasis being laid on the fight against practices like bonded labour, on primary health-care, on economic improvement and on reducing exploitation. These problems are even more intractable, although the tribals do not suffer anything like the severe social disabilities of the Scheduled Castes.

4.27 Physically Handicapped Persons: According to rough estimates, the number of the physically handicapped persons in the country is 40 million, and those in 15 to 35 age-group among them about 12 million. The number of illiterate persons among the physically handicapped would be between 7 to 8 million. This includes blind and near blind, deaf and dumb, mentally retarded, and orthopaedically handicapped. The adult education programmes for these needy groups will have to be organised in well-equipped institutions and with whole-time instructors. Vocational training will have to be emphasized. literacy generally taking a lower place. The costs will, therefore, be heavy but that should not be allowed to stand in the way of the development of the programme for them. NBAE, in consultation with the Ministry of Social Welfare and other knowledgeable persons should prepare detailed plans for education of these persons.

Organisation

4.28 The present administrative organization has succeeded in launching the programme. But it will need major re-organisation and strengthening for the tasks ahead.

4.29 The National Level: It is most important for a programme of the magnitude and significance of the NAEP, that there is at the national level an agency whose sole responsibility and task would be the planning and promotion of adult education, and provision of necessary leadership and support. It would give sustained thought to and bring to bear professional competence on development of the Programme. It would be responsible for the implementation of the Programme, review it continually and ensure that it fulfils the great objectives and expectations in this regard. We, therefore, recommend that the present National Board of Adult Education (NBAE) should be reconstituted and made an autonomous agency with funds, responsibility and authority to promote, develop and implement the Programme within the broad framework of official policy. The funds provided in the Central Budget for adult education should be placed at the disposal of the Board. It should have authority to raise funds from other sources and to make grants. The Board should be required to make an annual report on its work and accounts to Parliament. The Union Education Minister should be the Chairman of the Board. In order that the programme receives adequate attention, both in professional and administrative matters, there should be a wholetime Vice-Chairman, who is a person of standing in academic and public life. The Board should also have a few whole-time members. The other members of the Board should include representatives of the concerned Central Ministries, of State Governments and autonomous organisations, and some non-officials. The Board should have a small Executive Committee for day-to-day administration and an adequate secretariat. The Directorate of Adult Education should function as its technical wing.

4.30 State Level: There is need also to establish similar agencies in the States and the State Boards of Adult Education

(SBAE) should be made autonomous. The chairman of the SBAE should be the Chief Minister or the Education Minister and its membership should be small, ordinarily not exceeding 20. The funds for adult education in the State Budget, and those provided under Centrally Sponsored Schemes should be placed at the disposal of SBAE. The Board should be responsible for implementation of the Programme in the State. The Director of Adult Education in the State should be the ex-officio Member-Secretary of the SBAE and the State Directorate of Adult Education should provide the secretariat for it.

4.31 The District Level: At present the District Adult Education Officer (DAEO) is responsible only for coordination and for assistance in the organisation of training programmes. It is necessary that the DAEO be entrusted with the responsibility for planning and effective implementation of the programme in the district. He should also generally oversee the programme. For this purpose, the office of DAEO should be strengthened with staff and equipment. To provide technical assistance to DAEO the scheme of District Resource Units should be pursued.* The District Adult Education Committees, which are not functioning satisfactorily at present, should be activated. We should move in the direction of making the District the basic unit for programming, training, monitoring and supervision.

4.32 The Project Level: In the NAEP, a project is a compact and contiguous area, generally co-terminus with the Block. The project is the level for introducing relevant learning components in the programme and should run as a self-contained unit. The project is headed by a project officer with supporting staff. The size of the project under the Rural Functional Literacy Programme is 300 centres. This in our view is too large. It should be reduced to 100 to 200 centres. This would improve efficiency and might also lead to economies. Instead of a jeep it would suffice to provide a motor-cycle or scooter to the project officer. A jeep would be necessary only for the

*See Para 5.36

District Adult Education Officer. In circumstances where a project of less than 100 centres is justified, agencies should be enabled to take up projects of smaller size also.

4.33 A Project Officer is assisted by supervisors, each of whom has the responsibility for overseeing 30 centres. This arrangement should continue with some flexibility. It should be possible for a Project Officer to appoint, if necessary, supervisors for a smaller number of centres, or even to have individual centres supervised through selected persons and institutions, provided the expenditure can be adjusted within the amount provided.

4.34 The Project Officer should be delegated sufficient powers to ensure that the programme in his area is properly organized and run with efficiency and economy. He should be responsible for promotional efforts and for proper co-ordination of the activities of the different development agencies working in his area. He should also have authority to encourage and utilize the voluntary services of individuals and groups.

4.35 There should be a proper mechanism for the involvement of the community at the project level. One way of doing this would be to set up a Project Advisory Committee, which may be headed by the DAEO in the case of projects run by the State Government, by its head if the project is administered by a voluntary organisation, by the principal or the professor-in-charge if the project is run by a university or a college, and so on. The membership of the Project Advisory Committee should include:

- person with experience of working with mass organisations of workers, peasants, youth, women, etc.;
- teachers of colleges/schools;
- head of the block level Panchayati Raj body and the Block Development Officer;

- persons connected with the media, both traditional and modern;
- persons known for community service.

Apart from generally overseeing the work of the project, the Committee should facilitate coordination between development agencies and the adult education project.

4.36 The Adult Education Centre: The adult education centre is the basic unit of the programme and its organisation should be flexible enough to suit the different situations that arise. Suggestions about organisation of a centre are given below:

- A centre should ordinarily enrol 30 learners. As far as possible, the first centre to be opened should be for women. In a project at least 50 percent of the centres should be for women. A centre for women should begin with as many as can be enrolled and an attempt made to reach the number of 30. This should hold even more for persons belonging to the Scheduled Castes and Scheduled Tribes.
- There is an advantage in learners coming to a centre, but where this is not practicable, the instructor may assist the learners in their homes or on work sites, or deal with them in smaller groups.
- In every village and urban mohalla there should be an advisory committee to facilitate the involvement of the community. The village committee may be headed by the *sarpanch*, and the mohalla committee by a member of the municipality, or by a person held in regard by the public for his/her interest in social service. The membership of the committee should be small and it should include women and Scheduled Caste persons.

4.37 General Observations: In making these proposals to streamline the administrative structure of the NAEP, we have

been guided by three main considerations. The first is that at the National and State levels, the responsibility for the programme must be placed on continuing, visible, and sufficiently representative organisations which command public confidence and have political support. The second is that, while the ultimate responsibility for planning and implementing the programme is on the State Governments, adequate authority should be decentralised to the District and Project levels to ensure flexibility, efficiency and economy. The third is that advisory committees should guide the functioning of projects and adult education centres. The latter should be flexible enough to suit the immense variety of learners' needs and local conditions. We are of the view that this organisation will be more efficient, economic and flexible than the present one. Of course, it assumes that many more institutions, organisations and individuals are involved in the future programme and that far greater attention is given than at present to the selection and training of the staff at lower levels—the instructors, supervisors, project officers, and District Adult Education Officers.*

Monitoring, Evaluation and Research

4.38 For a large programme like the NAEP, an effective system of monitoring, evaluation and research is essential to improve its management at all levels, to promote the generation and diffusion of innovations, and to identify and remedy weaknesses in time.

4.39 Monitoring: In the earlier monitoring system the emphasis used to be exclusively on target-oriented, quantitative data, which used to come so late that it was hardly of any use. A new monitoring system has been evolved by the Directorate of Adult Education by involvement of experts, State Government officials and field workers. This system (1) emphasises content, quality and process, (2) provides feedback for programme improvement, (3) attempts to assure all concerned of the value of frank and correct reporting, specially when the programme is

*These will be discussed in the next Chapter.

not running satisfactorily, and (4) encourages all functionaries to examine their work critically. We expect the National Board of Adult Education to develop this fully.

4.40 Evaluation: Monitoring and evaluation are complementary processes that include all phases of the programme, namely pre-planning, planning, implementation and assimilation. Development of an understanding and competence in this regard takes time and requires continuing emphasis. Some of the areas of evaluation which are crucial to maintenance of quality of the programme, and, therefore, need attention are:

- learners' evaluation;
- evaluation of curriculum and instructional materials;
- evaluation of training programmes;
- evaluation of State Resource Centres and DRUs;
- evaluation of the management system.

In addition, overall evaluation shall have to be undertaken of the projects and of the status of the programme at the State and national levels.

4.41 A beginning has already been made by involving institutions of social science research and higher education in project evaluation. The objective of such evaluation is to ensure the veracity of data furnished by the various implementing agencies and to involve institutions of social science research and of higher education in the NAEP. Such external evaluations secure an objective view of the working of the various projects and, therefore, dependence on the administrative machinery is reduced. Evaluation by such agencies can add to motivation among implementing agencies to send correct reports. Besides, the informed public can be reassured about the actual progress of the programme. It would be desirable to continue this arrangement and to involve, in addition to institutions of social science research, a large number of universities and colleges.

4.42 Research: One of the weakest aspects of the NAEP so far has been the area of research. No approach has been developed to provide research support to the programme. The areas requiring research have not been identified. Institutions which have capability to contribute have not been involved, and procedures for commissioning research are yet to be worked out. Naturally, no steps have been taken for monitoring of research work and its dissemination.

4.43 The NBAE should immediately attend to the research needs of the programme. For the present, only very preliminary suggestions can be made. The approach should relate to the practical issues faced in the programme, particularly on alternative approaches to deal with particular situations. Every effort should be made to promote innovation and to properly document it for use by others. Rather than abstract and theoretical research, emphasis should be on action and applied research, in which the project officers, supervisors, instructors and, to the extent possible, the learners should be involved. The areas of research will emerge from experiences in the field, but some which call for immediate study are:

- methods of learners' evaluation, particularly in respect of functionality and awareness;
- methods of literacy learning;
- aspects of motivation;
- impact of adult education on enrolment and retention of children in primary schools, implementation of development programmes, etc.;
- learning through the traditional and folk media;
- retention and use of literacy;
- post-literacy and follow-up activities.

Research should be decentralised as much as possible. Therefore, while universities and institutions of social science research would have an important contribution to make, involvement of colleges, teacher training institutions and project implementation agencies themselves would be significant.

CHAPTER FIVE

IMPLEMENTING AGENCIES, RESOURCE DEVELOPMENT AND MEDIA

5.01 This Chapter continues the discussion of our proposals for modifications in the NAEP. We shall deal with implementing agencies and personnel matters relating to improvement of the quality, professional competence, and conditions of work and service of the instructors and other functionaries. We shall also discuss resource development including the strengthening of the SRCs, creation of District Resource Units, production of instructional materials, and culture and communication.

Implementing Agencies

5.02 A programme of adult education which aims to cover 100 million illiterate persons should be looked upon as a programme involving and affecting the entire nation. The responsibility for planning and financing the programme is that of the Central and State Governments. It is, however, important that all official, developmental, educational and voluntary agencies that can make a contribution to the success of the programme are effectively involved in its implementation. In this context, we shall refer briefly to the role and responsibilities of the Central and State Governments and discuss the involvement of other implementing agencies, viz., (1) Panchayati Raj institutions and municipalities, (2) co-operatives, (3) voluntary agencies, (4) universities and colleges, (5) schools, (6) employers in the public and private sectors, and (7) informal groups and individuals.

5.03 The Central Government: The Central Government has the responsibility to provide political and financial support to the programme. While assuming the overall responsibility for

planning and implementation, it should accept special responsibility for States in which illiteracy is particularly high, and provide them requisite academic and financial support. Its special responsibility should also include support for State Resource Centres and for monitoring, evaluation and research. As stated earlier, the Central Government will discharge its responsibilities primarily through the National Board of Adult Education.

5.04 The Ministry of Education has had some success in involving other Ministries in the NAEP. There is need to reinforce this effort. The Integrated Child Development Service Programme of the Ministry of Social Welfare provides an excellent example of the manner in which programmes of adult education can be integrated with the main programmes of other Ministries. We have been informed that other Ministries are facing difficulties because no provision of funds have been made in their respective budgets for running of adult education centres while funds provided to the Education Ministry cannot be placed at the disposal of those Ministries. This problem will be solved, to some extent, by the establishment of the National Board of Adult Education. In any case, there is need to involve all sectors of development in the NAEP and to earmark separate funds for this purpose, where necessary.

5.05 The programme of Chetana Sanghs organised by Nehru Yuvak Kendras (NYK) shows considerable promise in organisation of adult education activities with emphasis on awareness. Even at present the NYKs are running a large number of *Chetana Sanghs* through National Service volunteers. They however suffer from the disadvantage that they do not have regular supervisors. It would be desirable if National Service volunteers who give a good account of themselves are appointed as supervisors in NYKs. If the programme is properly developed it should be possible for each NYK to run between 100 to 150 adult education centres. Given this order of expansion and strengthening of the NYK scheme, they may cover about one million persons every year.

5.06 The State Governments: The State Governments at present conduct about 67 per cent of the adult education centres through various departments. A review of their work during the last couple of years shows both positive and negative aspects. All State Governments have accepted the project approach. With the exception of Orissa, all States have followed the financial norms envisaged in the NAEP. They have taken steps to create State level administrative structures, and set up boards/committees of adult education at the State and district levels. Almost all States have decided to select instructors from amongst locally available persons and the procedures for their selection have been decentralised. Where supervisors have been selected from the open market, generally speaking, they are working enthusiastically. However, numerous difficulties are being faced where the selection of project officers and supervisors has been made from amongst Government employees. These include inappropriate selection and premature reversion to the parent department.

5.07 The progress of implementation of the NAEP has been uneven. Some State Governments—such as Bihar, Gujarat, Maharashtra, Manipur, Nagaland and Rajasthan—have developed programmes of large size by involving all available agencies. Jammu and Kashmir has linked adult education with handicrafts training. In this State an effort is also being made to link the programme of non-formal education of children with adult education. The programme is just beginning to make headway in Andhra Pradesh, Haryana, Karnataka, Kerala, Tamil Nadu, Tripura, West Bengal and in the Union Territories of Delhi and Mizoram. Uttar Pradesh has taken recourse to the extraordinary measure of stopping all existing programmes and planning afresh for a new big one! This has made the State lose precious time and its new programme may not make any appreciable start till the beginning of 1980-81. Assam, Himachal Pradesh, Madhya Pradesh, Meghalaya, Orissa and Punjab have not yet been able to integrate their earlier programmes with the NAEP, nor have they started new programmes on the lines of the NAEP. Sikkim

and the Union Territory of Arunachal Pradesh, although keen on the Programme, have found it difficult to make much headway in the absence of the needed infrastructure.

5.08 A great deal remains to be done to enable all States and Union Territories to discharge their responsibilities under the programme. Integration of the different programmes which existed earlier under the umbrella of the NAEP has to be brought about without any further delay. The selection of officials at the State and district levels and of the project officers, supervisors and instructors should be made with the greatest care. There has to be adequate delegation of powers at the district and project levels and revamping of financial procedures to ensure that the approved funds flow in time. Vigorous steps should be taken to mobilise all agencies and to ensure coordination of development departments with adult education.

5.09 Panchayati Raj Institutions and Municipalities : The *Panchayati Raj* institutions, in the States where elections are held with regularity and where these institutions have been given development responsibility, are closer to the people and have a great potential as implementing agencies. Unfortunately these have not been harnessed to the NAEP so far, even in the areas where they are functioning satisfactorily. An attempt should now be made to involve them. Municipalities can also play a similar role in their areas, specially in developing the programme in urban slums. They can also take responsibility for running reading rooms and public libraries.

5.10 Cooperatives: The cooperative movement has spread through the length and breadth of the country. It has large membership in the rural areas and it serves a sizeable population through its financial and service operations. Cooperatives, therefore, are an obvious agency for sharing the implementation responsibility for the NAEP. It should be necessary for all cooperative education and training programmes to include a component on the aims and objects of the NAEP and the

mutually supportive role of the NAEP and the cooperative movement. The scope of cooperative education programme should be enlarged to include adult education programmes, including literacy, for all its members and, if possible, for their families. The cooperatives themselves have some funds for programmes of this type, but these will have to be supplemented. The National Board of Adult Education should work closely with the National Cooperative Union of India to work out appropriate arrangements.

5.11 Voluntary Agencies : In this category are included non-official agencies engaged in a wide variety of activities including educational, health-care, rural development and village industries work. The NAEP gives special importance to involvement of voluntary agencies in implementation of the programme. Of the total enrolment on 31-1-1980, about 25 per cent was accounted for by voluntary agencies. As the appraisal of the work of these agencies in Gujarat, Rajasthan and Bihar has shown, most of them are running the programme with care, although their programmes have tended to remain confined to literacy. Generally speaking, voluntary agencies should be able to run flexible and decentralised programmes.

5.12 The performance of voluntary agencies has been uneven. At one end, there are institutions which have done very good work. On the other hand, there are some which can be described as mercenary and opportunist. In between, the majority of voluntary agencies seem to be organising average-type programmes. In a programme of the size of NAEP, and given the involvement of the large number of voluntary agencies, this is not unexpected. If, however, a wisely discriminating policy can be followed, and steps taken to help them to improve their performance, voluntary agencies have the potentiality of making a significant contribution to the NAEP. It is essential that their association with the programme is continued and they are provided full encouragement and assistance.

5.13 Whether the voluntary agencies should continue to be assisted directly from the Centre, as is the case at present, is a question to which there can be no simple answer. The present arrangements have led to delays in sanctioning of grants and release of funds. Voluntary agencies have also faced inconvenience because the sanctioning authority is remote and inaccessible. On the other hand, we were informed that representatives of voluntary agencies had specifically requested that the power to sanction and release funds should remain, for the present, with the Central Government. We were not able to examine this issue in all its complexity. While emphasising the need for decentralisation and streamlining of procedures for sanction and release of funds we recommend that the National Board of Adult Education should examine this issue at an early date.

5.14 Universities and Colleges: It is necessary to involve universities and colleges partly because they can make a valuable contribution and also because such participation would help to improve their own ethos. We find that the universities and colleges have responded well to the NAEP although, at present, the total size of the programme undertaken by them is comparatively small. There are also reports of lack of sustained interest and commitment among the teachers and students. On the other hand, a good beginning has been made in several areas. The University of Madras, in particular, has taken steps towards making community social service, which generally means participation in adult education, a part of the curriculum. If proper leadership is provided, the universities and colleges can mount a fairly large programme of adult education and also maintain quality. This is the direction in which efforts have to be made in the years ahead.

5.15 An appropriate means to involve the students and teachers at the university stage in the NAEP would be through the National Service Scheme (NSS). The present strength of NSS is about 0.4 million. It should be possible to involve within

a short time about one-fourth of this strength, thereby running about 30 to 40 thousand adult education centres. This number may be increased, in the next 2 to 3 years to at least 100,000 centres. Since students and teachers at the plus 2 stage should also be involved on a large scale, extension of NSS to this stage shall have to be hastened. In addition to running adult education centres, students should be involved in organisation of educational and cultural programmes, film shows, library services, etc., for the participants of the adult education centres. Steps should also be taken to make participation in adult education work, or some other form of social service, an integral part of the curriculum for every student. Appropriate means should be devised for recognition of good work done in this sphere by teachers and students, as well as by the universities and colleges. Involvement of a large number of women's colleges will help in expanding the programme for women. It need hardly be added that institutions of higher education have a special role to play in the organisation of research and evaluation and in the production of suitable teaching and learning materials. Organisation of such a large programme through universities and colleges would not be possible without the continued commitment of the University Grants Commission, Association of Indian Universities, Vice-Chancellors and teachers.

5.16 Schools: The involvement of schools in the programme is minimal at present. Schools can play a significant role in the NAEP. At the plus 2 stage this can be done by extending the NSS. Younger students can also organise adult education activities for smaller groups, perhaps in their own families. They can also contribute in promotional and supportive activities such as "home library service" for participants of adult education centres and neo-literates. In the long run, we have to move in the direction of a school being developed into a community centre which, in addition to formal and non-formal programmes for children, would also organise education and recreation programmes for adults. State Education Departments, teachers'

organisations, Boards of Secondary Education, etc. should evolve appropriate schemes for this purpose.

5.17 Employers: Employers can play a very important role in promoting literacy and adult education among illiterate employees and their families. A concerted effort should be made to make the families of all employees in the public and the private sector literate within a period of three years. A lead in this direction should be taken by the Government of India in its public sector and works programmes. It should also persuade all State Governments and local bodies to adopt a similar policy. All employees in the organised sector should be required to adopt the same policy and provision to this effect may be made by law, if necessary. It would be useful to associate in this trade unions and the Central Board of Workers' Education. Adult education can be usefully added to special programmes such as (1) Food for Work, (2) Employment Guarantee, and (3) Unemployment Subsidy. Without necessarily reducing the quantity of work expected to be done under the former two schemes, it should be possible to require all workers to participate for, say one hour, in an adult education programme. The educated youth who receive unemployment subsidy should be expected to function as adult education instructors. These efforts will add substantially to the literate population and will also confer prestige upon the programme and improve its acceptability. It should be a responsibility of the National Board of Adult Education to prepare detailed schemes with these objectives and to see that they are implemented.

5.18 Informal Groups and Individuals: It is also necessary to emphasise the importance of informal groups and individuals. Service of their fellow brethren is a natural human inclination, which can be further deepened by informing the people of the significance and challenge of illiteracy and by creating an atmosphere in which people who undertake to serve the poor and the illiterate find their service well appreciated. A large number of house-wives may be willing to involve themselves in this pro-

gramme—that should be encouraged. In rural as well as urban areas there are youth clubs, **mahila mandals**, service and charity organisations, etc., all of whom can make a significant contribution to the programme. The help can be taken of Sainik Boards in securing greater involvement of ex-servicemen. The State Governments, as well as other implementing agencies, should encourage these individual and formal groups/organisations to become partners in this national endeavour.

5.19 Participation by Political Parties and Some Other Organisations : Our attention has been drawn to the decision of the Government of India making the following organisations ineligible to receive financial assistance under the NAEP:

- political parties and their mass organisations of women, youth, workers and peasants;
- all-India cultural, religious and youth organisations;
- federations/associations of teachers, employees and of trade and industry.

The Summary of the Report of the Working Group on Adult Education for Medium Term Plan 1978-83 makes the following observations with reference to the above categories: “These agencies can help in transformation of NAEP into a mass programme and they can also create the environment which would motivate the functionaries as well as the learners. The role expected from these agencies is to catalyse their members and affiliates, rather than taking up the field programmes themselves.”

5.20 We have not come across any case of violation of these guidelines, nor was our attention drawn to any such specific examples. But the question remains that if Government expects involvement of these agencies in the NAEP, why grants be denied to them. We are of the view that the blanket form in which the policy is stated at present needs to be reviewed. It is, of course, important that an agency which receives public funds is completely open in its working financial

accounts and activities. We recommend that the matter should be further examined in depth by the National Board of Adult Education at an early date. Until then, the present practice may continue.

5.21 Need for Vigilance: It is of the utmost importance that suitable mechanisms are evolved for ensuring that misuse of funds meant for adult education programmes is prevented. Some of the steps that may be taken in this regard are as follows:

- (1) The guidelines for taking up programmes by various agencies should be formulated in unambiguous fashion and widely publicised. People will thus know clearly what the policy is and, in due course, public opinion itself will become a watchful overseer.
- (2) It is also necessary, as we have recommended elsewhere, to strengthen the machinery at the district level to improve supervision.
- (3) When complaints in this matter are received, a suitable procedure for enquiry should be devised and quick action taken against those found guilty.
- (4) As has been recommended elsewhere,* institutions of social science research and higher-education should be associated with evaluation and their evaluation reports should be widely disseminated.

The Instructor

5.22 The programme of adult education vitally depends on the initiative and skill of the instructor. We are, therefore, of the view that the greatest emphasis has to be laid on attracting the best possible persons as instructors and on providing them with good training and satisfactory conditions of work and service.

5.23 The Present Situation: We find some positive elements in the present situation regarding adult education

*Para 4.41

instructors. Their selection is no more confined to primary school teachers, and they now come from various backgrounds and bring different categories of skills and assets to the programme. Their selection is generally made from amongst individuals who have volunteered to participate in the NAEP and is mostly restricted to those residing in the village where the centre is located. The instructors thus have a better rapport with learners and possibilities of absentee instructors have been considerably reduced. Despite this, the situation is far from happy. Instructors do not occupy a key position in the organisational chain and rather than being a group of enthusiastic and enlightened workers, they often give the impression of being a professionally ill-equipped and neglected group. This unhappy situation is due to several factors, among which the following may be mentioned:

- The available pool of individuals in a given locality for selection as supervisors is limited. As one goes into the interior, this becomes even more inadequate. It is particularly weak in respect of women, the Scheduled Castes and the Scheduled Tribes.
- The selection of instructors has so far been heavily weighted in favour of men, sometimes due to apathy on the part of the organisers, often of necessity. Not only is the number of women instructors small; their educational background and enthusiasm for work is generally lower. The proportion of instructors who belong to the Scheduled Castes and the Scheduled Tribes is also unsatisfactory.
- The remuneration of instructors is inadequate and the gap in the remuneration and status between the instructor and the supervisor is wide.
- The instructors get their salary for ten months only. This is followed by a two month break after which a fresh appointment is made. Not infrequently, experienced persons who have conducted adult education centres fail to get reappointed.

Instructors seldom have an opportunity of being promoted as supervisors; they also do not have scope for advancement in other spheres.

The quality of training of instructors is unsatisfactory. Although the NAEP envisages 21 days' training before an instructor begins work, in several cases instructors start work without any training or with a mere formality of training spread over a week or ten days. Programmes of continuing education or refresher training are insufficient.

To remedy this situation action has to be taken on several fronts.

5.24 Increasing the Pool of Available Persons: Steps should be taken to enlarge the available pool of persons who can be appointed as instructors, specially in remote and backward areas. In such areas the choice of persons available is limited and should be enhanced by involving two categories of persons. (1) The persons selected to work as Community Health Workers, secretaries of *Panchayats* or cooperatives (including milk cooperatives), persons in charge of the *balwadis/anganwadis*, etc. may be encouraged to function as adult education instructors. (2) A large number of village youths is given training of various types for self-employment—for example in poultry farming, horticulture, social forestry, village industries, etc. It would be of advantage if persons of both these categories could function as adult education instructors, because they would be able to link their work with adult education. It would be necessary to introduce a component of adult education in the training of such persons so that some grounding is provided for their selection as adult education instructors. Special arrangements will have to be made to increase the availability of women and of local tribals for appointment as instructors. Condensed courses, suitably oriented for the needs of the NAEP, should be organised for women and the tribals. Close cooperation should be established with the Central Social Welfare Board, which administers the scheme of condensed courses, as well as some

other schemes which can be of help in involvement in NAEP of women and other priority groups.

5.25 Selection: Selection of the instructors needs to be made with immense care. Local residence should be a precondition for instructors in the rural areas. Interest in the programme and capacity to communicate with the group among whom they have to work, and not rigid academic qualifications, should be the considerations for appointment of instructors. Their selection should be made by the project officer and the supervisor. In doing so, every effort should be made to involve the community, because a person not acceptable to the community is unlikely to be able to function successfully as an instructor. For several reasons, village youth seem to be the most suitable category from amongst whom the instructors might be appointed. Among them, preference should be given to persons belonging to the Scheduled Castes and Scheduled Tribes. An important source from amongst whom instructors might be selected is retired defence personnel. They can be trained as a part of their rehabilitation by the Defence Ministry. Particularly in the backward and hill regions, ex-servicemen would prove to be highly suitable for selection of instructors. Due to the respect they enjoy in the community, their discipline and training in service of national causes, they can play a most useful role in the Programme.

5.26 Honorarium: The instructor should be viewed as a voluntary worker in receipt of an honorarium, not a salary. However, the amount of honorarium should not be out of proportion to the salary of supervisors and project officers. It should also be commensurate with the work expected from the instructor. From these points of view the present honorarium of instructors, viz. Rs. 50/- per month, is insufficient and should be raised to Rs. 75/- per month. This amount should be paid for the entire year and, subject to an annual review about the satisfactoriness of work, instructors should be able to continue till the duration of the project, i.e. 4-5 years. In the second year, when the instructor will also be attending to Stage II

learners, an additional Rs. 25/- per month should be paid, which may be increased by another Rs. 25/- to make a total of Rs. 125/- per month in the third year, when there will be one group each in Stages I, II and III in his charge. Special emphasis should be laid on efficiency and the instructor should be expected to enable 20 to 22 persons to complete Stage I each year and a fair number of them to complete Stages II and III also. The instructor should be expected to maintain a systematic record of progress in respect of each learner.

5.27 Training: Ordinarily, no instructor should be permitted to start a centre without initial training of at least three weeks. This training should be supplemented by a refresher course of about 10 days after three or four months. A third training programme of two weeks should be organised before the start of the second year and a similar programme each year thereafter. The idea of a monthly meeting for receiving honorarium and for exchange of ideas should be encouraged.

5.28 Facilities for Training: The existing facilities for training are very inadequate. Institutions where residential training can be imparted have not been identified in most States. SRCs are not able to organise training of trainers and training aids are scarce. Prompt action is needed in this regard. The Director of Adult Education and SRCs should develop good illustrations of instructors' training and produce training aids. It would be helpful if films and cassette tape-players could be used to make instructors' training effective and interesting. The primary responsibility for training of instructors should rest with the Project Officers concerned and the District Adult Education Officer. The District Resource Unit should have a film projector and one or two cassette tape-recorders. The SRCs and DRUs should ensure that the best available persons in the community are associated with the training of instructors. It does not seem necessary to establish full-fledged training institutions for training of instructors. Whenever there is surplus capacity of elementary teacher train-

ing institutes this should be utilised for instructors' training after necessary reorganisation.

5.29 Growth Opportunities for Instructors: Adequate arrangements should be made for improving the prospects of instructors. Agencies organising correspondence courses (e.g. Boards of Secondary Education and Universities) should be encouraged to design special courses for them so that they may be able to improve their academic qualifications. Programmes of continuing education relating to their work as instructors can also be supplemented through correspondence and radio. Each instructor is also likely to be a worker—with his own farm or cattle or village industry. Preference in provision of loan and inputs on a preferential basis to the instructor would make it possible for him to set up his own demonstration unit for the learners. That would also act as an incentive for him. Those who complete two years of good work as instructors and who fulfil the academic qualifications should be given priority in appointment as supervisors. Academic qualifications for the post of supervisors may be relaxed to some extent to enable good instructors to secure appointment as supervisors.

Supervisors and Project Officers

5.30 Remuneration, etc.: In view of the key position of the instructors, it is imperative to reduce the disparity in status of instructors *vis-a-vis* supervisor and supervisor *vis-a-vis* project officer. The pay of the supervisor may be an all-inclusive of about Rs. 300/- per month with a fixed TA|DA of about Rs. 75/- per month (minimum touring requirement: 15 night halts). Subject to their performance being entirely satisfactory, their pay may be raised by Rs. 25/- per year. Supervisors who complete two years of good work should be given priority in appointment as project officers. Similarly, the pay of the project officers may be an all-inclusive of about Rs. 500/- per month plus about Rs. 150/- per month as fixed TA|DA (minimum touring require-

ment: 10 night halts). The fixed TA|DA of project officers would include the cost of running and maintenance of the motorcycle/scooter to be provided to them. They may be given an increase of Rs. 50|- per year subject to their work being entirely satisfactory. Project officers should stay with the programme for about five years, after which they should be considered, on a preferential basis, for appointment to suitable higher posts in Government. The appointment of project officers and supervisors should be subjected to a rigorous annual review. While those doing excellent work may be retained and promoted, those who show poor performance, and do not improve in spite of guidance, should be weeded out.

5.31 Professional Opportunities: Responsibility for training of project officers and supervisors should continue to rest with SRCs and other specially designated institutions. The training of each of these categories should be for a minimum period of one month at the beginning, followed by 15 days' refresher training each year. Special arrangements should be made for continuing education of project officers and supervisors also. For this purpose suitable journals should be published and opportunities for betterment of academic qualifications through correspondence courses and radio should be provided. It would also be helpful if periodic seminars of project officers and supervisors are organised with participation also of the people in the formal system of education, in media and in public life. Opportunities should also be provided to them to undertake study visits to innovative and successful projects in the same or neighbouring States.

Resource Centres

5.32 Adult Education programmes in the past have suffered due to inadequate technical support. While the Directorate of Adult Education was established in 1964 to provide this support to adult education programmes, similar organisations did not exist in the States and the role the Directorate was able to play was limited in comparison to the tasks before the country. The

NAEP has tried to remedy this weakness by emphasizing development of institutional structures for resource development at the national, State and district levels.

5.33 Directorate of Adult Education: In the last two years, the Directorate of Adult Education has been strengthened and has functioned as the National Resource Centre for the programme. As we have recommended elsewhere, it should be integrated with the proposed National Board of Adult Education as its technical wing and appropriately strengthened to enable it to perform its expected role in the future programme.

5.34 State Resource Centre (SRC): State Resource Centres have been established in almost all States.* Although the idea of SRCs is new, it has taken roots. Many of them have done commendable work, although some are yet to be fully organised for the tasks before them. There is, however, no Resource Centre for the entire North-Eastern Region. This should be established at an early date, in collaboration with the North-Eastern Hill University or as a branch of the Directorate of Adult Education. Each State and Union Territory in this Region, and Sikkim, should simultaneously set up their own SRCs.

5.35 The SRCs should be substantially strengthened on the following lines :

- The SRCs in the universities have not received adequate support from the University administration and their output, on the whole, leaves a good deal to be desired. There is need for adequate support from the University bodies. They should have adequate financial powers and should have their own Advisory Committees.
- Considering the crucial importance of SRCs in implementation of the Programme, particularly in ensuring

*For a list of SRCs, see Appendix at the end of the Report.

its quality, functional flexibility and continuity of staff is essential. It is also important that the SRCs should be able to have a good working relationship with the various implementing agencies, experts in adult education, the media, the academics, writers and others who can contribute to the work of the SRCs. In view of these considerations it would be desirable to continue the present arrangements, under which SRCs are established under the auspices of voluntary agencies and universities. However, there is need to establish close linkages between SRC and the State Directorate of Adult Education.

- It is necessary to harness the resources available in other institutions also for the purpose of developing the programme. The universities, the State Councils of Educational Research and Training, Tribal Research Institutes and other organisations should be fully utilised. This would enrich the programme with comparatively small additional investment.

5.36 District Resource Units: Although the idea of District Resource Units (DRUs) was mooted nearly a year ago, they have not yet begun to function. Keeping in view the magnitude of the task of organisation of training programmes for instructors and the need to decentralise resource capability, we recommend that DRUs be established as soon as possible. These Units will have a nucleus staff and necessary equipment. They should function in close cooperation with other educational institutions and non-Government agencies in the district. It is very important that persons in the district who can make a contribution to training and other aspects of resource development should be involved in the DRU. One of the things which all DRUs might attempt is to produce simple informative notes or bulletins to update the knowledge of instructors and to provide guidance to them in their work.

Production of Instructional Material

5.37 Instructional material is now available in practically all modern Indian Languages. These materials have been produced by number of agencies, including the Directorate of Adult Education, State Resource Centres, Central Institute of Indian Languages and voluntary agencies. A beginning has also been made in production of materials in tribal languages, material having already been prepared in 16 such languages.

5.38 A review of the material so far produced indicates that their quality on the whole needs to be considerably improved, with emphasis on functionality and awareness. Attention has also to be given to production of effective teaching aids such as posters, charts, flash-cards, etc. We should not be satisfied with anything except the best for learning and teaching material. A number of areas such as promotion of national integration, health and family planning, conservation of environment, secularism, the development of a scientific temper, etc. need to be incorporated. Some material on these subjects may be produced centrally to ensure a certain basic content and quality. An important aspect which needs attention is preparation of graded material according to the progress achieved by learners. Special mention should also be made in this regard of material needed for Stages II and III, as well as for those who complete the latter. Research has to assist in developing criteria for such graded material. As stated earlier, there should be insistence on use of international numerals in all adult education programmes.

5.39 Apart from the teaching and learning material needed for adult education centres, several other materials are needed for promotional and motivational purposes. These would include pamphlets for dissemination of the objectives of the NAEP, scripts for radio and TV programmes, films to create interest among learners and workers, etc. Considerable thought should be given to production of material for rural libraries. It would

be desirable to involve publishers, writers, librarians, etc., in this from the initial stages.

5.40 Material should be one of the basis on which the training of instructors and supervisors should be organised. Systematic training programmes should be instituted by the Directorate of Adult Education, Universities or State Resource Centres having necessary capability in this regard, for training of persons in preparation and production of material. Additionally, there should be training programmes for curriculum designers, writers, book illustrators, etc. Production of material should continue to be the responsibility of the Directorate of Adult Education, State Resource Centres and other public institutions having proven capability to take up this work.

Communication and Culture

5.41 Media and communication have a very important place in adult education. Discussion on this subject covers (1) traditional and folk media, (2) the modern media, and (3) provision of library and other services for continuing education.

5.42 Traditional and Folk Media: The variety of India's traditional and folk media needs no reiteration: songs and ballads, folk theatre and dancing, *katha* and *kirtan*, fairs and festivals, puppetry, and a whole array of regional and local art forms such as *Jatra*, *Tamasha*, *Yakshagana*, *Burra Katha*, *Swang*, *Khyal*, *Terukuthu*, etc. These traditional media with their known and loved idiom and symbols are the means by which great traditions of learning have been passed on from generation to generation, traditions which have withstood political conquest, change of rulers and natural adversities. Some of the main characteristics of these forms are: (a) they are inseparable from work, learning, religion and environment (b) their orientations are not individualistic but cooperative, not personal but social; (c) although rooted in the past, they can adapt themselves to changing social and cultural situations; and (d) these forms

succeed remarkably in establishing communication with the people, being of the people.

5.43 There is an apparent, though not inherent, incompatibility between traditional and folk forms of learning and modern literate education. Due to the manner in which formal education has been conducted in the past, the two give the appearance of being two different worlds. It would be unfortunate if the NAEP contributed to the widening of this gulf. On the other hand, if an attempt is made to bridge this gulf through the NAEP, the process will enrich both the literate and the illiterate and might well influence the whole educational system. The programme of people's education should at the same time entail a renaissance of people's culture. Therefore, while the traditional and folk media can contribute in many ways to furtherance of literacy and adult education programmes, there is need to support traditional and folk forms *per se*. We recommend that the following steps be taken in this connection:

- provision of financial support to institutions, groups and individuals concerned with traditional and folk media to ensure that these forms grow and persons connected with them are not lured away to other routine jobs.
- organisation of festivals, museums and exhibitions of traditional and folk forms. The Nehru Yuvak Kendras have already made a beginning in this regard.
- Preparation of regional cultural resource inventories based on surveys of various modes, styles and known groups.
- Making recreation and culture a part of adult education activity—through programmes such as singing and drama. This would help participation and create joyous bonds of togetherness.
- Emphasizing folk theatre, traditionally a means for expressing dissent, and role-play through which learn-

ers can be helped in analysing and understanding their problems and in fashioning solutions. These programmes can contribute towards heightening awareness, without necessarily creating bitterness in the community.

- providing work to village artists and craftsmen by asking them to produce materials of various types that may be useful for the NAEP.
- Organising workshops on a regional basis for folk performing arts geared to the objectives of the NAEP. The assistance of sensitive artists should be taken for this purpose. The experience so gained can then be utilised for spreading this programme.

5.44 The Modern Media: The prominent modern media are radio, TV and film. Among them there is none that has the immediacy and ability to overcome physical distance as radio and television. The potential here is enormous. Television is the more powerful medium, but is more expensive in studio, programme and receiver costs. It also lacks the mobility and diffusion that has come to be associated with radio, specially after the transistor revolution.

5.45 The Radio Rural Forum experiment initiated in 1956 has been followed by the Farmers Training and Functional Literacy Programme.* The emphasis has been on group listening in *charcha mandals* of approximately 20 persons, each organised around a discussion leader. There were some 48,000 *charcha mandals* in 1978. They have proved effective where they have been well organised. In 1973 All India Radio inaugurated its first farm-school-of-the-air. These programmes are now being broadcast by 23 of AIR's 85 stations. The farm-school is a cooperative endeavour by AIR, State Agriculture Departments, and Agricultural Universities and is intended to provide learning units in a seasonal sequence of broadcasts relat-

*See para 3.05(1)

ing to farm operations. We are informed that sometimes over 1000 farmers have enrolled for a single course of 20—40 broadcast “lectures” supported with print material, extension services and input supplies, and have shown considerable information gain in simple tests subsequently conducted on an informal basis. *Charcha mandals* as well as farm schools can be fully used mainly by literate farmers, which underscores that radio by itself can seldom suffice. Besides, out of about 576,000 villages in the country the coverage of organised listening is extremely limited. The major problem lies in the fact that approximately 75 per cent of the 20 million licenced radio reception sets in the country are located in the urban areas and in certain States. Low literacy regions also suffer from relatively undeveloped communication infrastructures and low broadcast diffusion. Thus those that have little get less.

5.46 Television is a far more recent and limited medium than radio in India. Although the stated policy objective of recent television expansion has been to establish “rural television” stations as an aid to development, the rural bias and instructional component is not strikingly visible. The Satellite Instructional Television Experiment (SITE), July 1975—June 1976, was a significant international effort to explore the potential instructional uses of television in backward and remote areas, and it proved a valuable learning experience. Television is far more expensive than radio. It is, however, possible to scale down the cost by judicious use of low-cost technologies.

5.47 Film can play an important role in the NAIEP, and in the training of instructors and other personnel. The film industry is well established in India, but has not begun to contribute in any significant manner to mass education. Mobile film vans, operated by various Central and State agencies, do tour the villages, but their coverage is small and frequency of visits low. Special efforts shall have to be made to stimulate interest in production of good educational films among film and documentary makers and to work out procedures for their purchase and multiplication in sufficient numbers.

5.48 The instructional potential of the electronic media and film must be fully exploited for the programme. They can facilitate creation of an environment, particularly among the educated, help motivation of learners, instructors and supervisors, and significantly assist in improvement of training programmes. Most important, they can supplement and enrich the texts and visual learning material available in adult education centres and serve as a means of continuing education. This calls for taking action on the following lines:

- Decentralisation of broadcasting by creation of local and community stations—so defined not merely in terms of location and staffing but of programming and outlook;
- Training of adult education instructors to use broadcasts transmitted by AIR and Doordarshan. Instructors should be provided with transistor sets and cassette-players, with necessary arrangements for replacement of battery and renewals; and
- The development and adaptation of electronic, film and other technologies for Indian requirements through organisation of deliberate R & D programmes.

5.49 The Indian National Satellite (INSAT) is scheduled to be launched in 1982. This holds great promise for organisation of adult education programmes in remote and rural areas. This would require development of the ground segment and end uses by Doordarshan. Some INSAT capacity can usefully be released to provide exclusive radio education broadcast channels. District Resource Units* should also serve as communication resource centres. They should assist the decentralised broadcasting units, maintain a small film and tape library, be provided with slide and film projectors and a duplicating machine and be expected to build into the training programmes of instructors components on instructional use of the modern media. The

*See para 5.36

NBAE and SBAEs should have National/State Media Councils. These Councils should organise inter-media cooperation, training, and research and design and support experimental programmes. They should also periodically evaluate the whole range of activities. AIR and Doordarshan may examine, in consultation with NBAE, the setting up of adult education and distance learning cells at their national and regional headquarters to plan and further develop such programmes.

5.50 Libraries and Continuing Education: The large body of literates who complete primary education or adult education will need a steady and growing supply of literature to match their reading skills, rising social awareness and awakening intellectual curiosity. It is important that appropriate arrangements are made for them to use books, magazines and newspapers, which can serve as instruments for further development and social change.

5.51 Production of Literature: There is already a considerable amount of printed material which would be suitable for persons who have recently acquired literacy skills. The Directorate of Adult Education and SRCs should prepare annotated bibliographies of such material. However, most of the material available at present has a middle class and urban orientation and new materials need to be prepared. Epics and folk legends have a universal appeal for urban as well as rural people. These include the Ramayana and Mahabharat, Mani Mekhlai, Alha Udal, Shahi Posh, Heer Ranjha, etc. Creative authors, national, regional and local, should be involved in writing interesting books for neo-literates. The extension literature brought out by various departments of the Central and State Governments, Agricultural Universities, Commercial organisations (e.g. Fertiliser Corporation of India, Seeds Corporation) should be prepared and produced in a manner suited for use by neo-literates. Besides, newspapers, magazines and posters can be of immense interest for learners. If imaginatively developed, the printed media could become a powerful instrument for strengthening grassroots

democracy, promoting literacy, spreading knowledge, and facilitating the transfer of technology.

5.52 Libraries: Even cheap books are relatively expensive and have to be shared by the community. Moreover each person should have access to a large variety of reading material. Besides, the reading habit grows over time and there is need for continuing persuasion. For these reasons, it is of the utmost importance that a countrywide network of rural libraries should be created, as against about 11,000 rural libraries which exist at present. There would be considerable advantage if these libraries are located in local schools. However, where this is not possible, any person engaged in running an adult education centre could additionally function as a village librarian. There can also be mobile libraries (like bell bicycle libraries) or community centres shared by more than one village. Libraries should serve as centres for continuing dialogue and discussion among the villagers, with adult education instructors, village teachers and various development functionaries (Community Health Workers, secretaries of Panchayats and cooperative societies). Persons entrusted with responsibility for organising the village libraries might also help in organising functional training courses.

CHAPTER SIX

FINANCE AND IMPLEMENTATION

6.01 This Chapter deals with Finance and Implementation.

Finance

6.02 As stated earlier,* the expenditure envisaged in the NAEP per person covered was a little more than Rs. 100. The 1978-83 Plan coincided with the Preparatory Year and the first four years of the NAEP, during which 65 million persons were to be covered, the balance of 35 million spilling over to the next Plan. For this coverage of 65 million persons, the requirement of funds was estimated at Rs. 6,860 million (or Rs. 686 crores). The Draft Plan, 1978-83, however, made a provision of only Rs. 2000 million, and indicated that this provision is only one source of funds and that funds would also become available in other developmental sectors. The Draft Plan document also indicated that the provision would be stepped up, if necessary, on the basis of experience gained in the year to year implementation of the Programme.

6.03 Expenditure on the NAEP (1978-79, 1979-80 and 1980-81): Table VI-I shows the total expenditure incurred on the NAEP during the Preparatory Year (1978-79) and the First Year (1979-80).

*Para 3.16

**Table No. VI. I Total expenditure on the NAEP
(1978-79 and 1979-80)**

		<i>(in 000s of Rs.)</i>	
Source/Object		1978-79	1979-80
I. Central Government			
(1) Expenditure on directly implemented Schemes			
	Plan	7,819	9,672
	Non-Plan	1,846	3,069
	Total	9,665	12,741
(2) Grants to Voluntary Agencies			
	Plan	15,675	23 644
	Non-Plan	—	—
	Total	15,675	23,644
(3) Grants to State Governments			
	Plan	22,047	80,426
	Non-Plan	—	12,900
	Total	22,047	93,326
Total, Centre	Plan	45,541	113,742
	Non-Plan	1,846	15,969
	Total	47,387	129,711
II. State Governments			
	Plan	40,316	97,768
	Non-Plan	12,941	63,855
	Total	53,257	161,623
Grand Total, Centre and States			
	Plan	85,857	211,510
	Non-Plan	14,787	79,824
	Total	100,644	291,334

Source : Ministry of Education and Culture

N.B. (1) The State-wise break-up of the expenditure is given in Statistical Tables II.F, II.G and II.H

(2) The figures for the Centre are actuals for both years. For the States, the figures for 1978-79 are actuals, but those for 1979-80 are the budget provisions.

6.04 The budget provision for 1978-79 under the Central Government was Rs. 54.4 million. Out of this a sum of Rs. 47.4 million (or 87 per cent) was utilised. In the State Sector, the total budget provision made under the Plan was Rs. 63.9 million. Out of this only Rs. 40.3 million (or 63 per cent) was utilised. This low utilisation was due partly to the slow development of the Programme in several States and partly to delay in laying down procedures for financial allocations.

6.05 Serious financial difficulties arose in 1979-80, the First Year of the Programme. In the Centre, the budget allocation for the year was Rs. 207.5 million. This was later reduced to Rs. 153.3 million, of which only Rs. 129.7 million (or 84 per cent) was utilised. The precise data for the States is not yet available. But it is estimated that the actual expenditure in the State Sector might be only about Rs. 120 million, against the budget provision of Rs. 162 million. Consequently, the actual expenditure on the NAEP in 1979-80 is likely to be about Rs. 250 million against Rs. 101 million in 1978-79.

6.06 The picture for 1980-81 is even more disturbing. The projection of persons to be covered during this year is 9 million, or double that originally scheduled for 1979-80. But the actual financial provision made is no more than that of the preceding year. In the Centre, the total budget provision made is only Rs. 201.2 million which is even less than that made last year. Information about actual budget provisions in the States is not available. However, in the Plan discussions for the year, the State Governments generally expressed the view that the best they could hope to do was to retain the budget provisions at last year's level. However, many States, owing to financial difficulties, made reductions even in these. It, therefore appears likely that the budget provisions made by the State Governments for 1980-81 may at most equal those for 1979-80. This is a matter for serious con-

cern. It is essential that the budget provision for 1980-81 are increased to correspond with the larger dimensions of the programme for the year.

6.07 Financial Administration: Some general conclusions emerge from the experience of the NAEP during the last two years.

- Although adult education has been a part of the Basic Minimum Needs Programme, shortfalls in expenditure have led to diversion of funds to other stages of education, or other sections of development.
- Allocation of funds has generally been insufficient and less than the legitimate needs of the Programme.
- Even in respect of rural Functional Literacy Projects (a Centrally Sponsored Scheme for which 100 percent funds are provided by the Central Government) the State Governments have taken unduly long to approve the financial pattern. There have been extraordinary delays in approval of financial patterns for the State schemes, which are also expected to correspond to the Rural Functional Literacy Projects.
- Due to procedural difficulties, release of funds to the project agencies had been much delayed. This is true in respect of the Central Scheme of Assistance to Voluntary Agencies, the Rural Functional Literacy Projects, and State Government projects.
- The financial monitoring of the programme is weak. Consequently, information on a number of issues is lacking, including whether or not the break up of project costs is realistic.

6.08 Cost Per Person Covered: Under the NAEP an expenditure of Rs. 104 was estimated as the unit cost per person successfully completing a course of 10 months, or about 300 to 350 hours. In making this calculation it was assumed that of about 30 persons enrolled at a centre, 20 would successfully complete

the course. Keeping in view the recommendations made by us we have made a revised estimation of per person cost. In our proposals there is an increase in expenditure on the honorarium of the instructor, teaching and learning materials, kerosene and contingencies. On the other hand some overhead costs have been reduced. We have assumed the costs involved in evaluation, and administration at the national, State and district levels at five percent, as against 10 percent assumed in the NAEP. The provision for post-literacy and follow-up work has been raised to 25 percent as against 20 percent in the NAEP. This increase is justified because it provides for the expenses involved in Stages II and III. Assuming an enrolment of 30 per cent, of whom 20 should complete Stage I, the per person cost comes to Rs. 150. We are of the view that this is the essential minimum requirement. It may also be pointed out that the cost of educating a child in a primary school for a year is also about Rs. 150 at present. In other words, this attempt to give literacy and education to the adult does not cost any more than what we would have spent on him if he had gone to the primary school in his childhood for just one year.

6.09 Total Cost of the Programme : The total cost of the programme, the object of which is effectively to cover about 100 million persons will be approximately Rs. 15000 million (or Rs. 1500 crores).* In this connection the following observations seem relevant :

- (1) Out of Rs. 15000 million, Rs. 9000 million (or Rs. 900 crores) may be provided in the forthcoming Plan (viz. 1980—85) and the balance in the subsequent one. Accordingly, the projections of

*This estimate does not take into account the requirement of funds on certain items, such as support for the traditional and folk media, child-care centres with womens classes and the special needs of the handicapped. It also does not make reductions on account of savings that might accrue by transfer of some responsibilities to other sectors, e.g. contribution of employers in the private industrial sector to make their employees literate.

coverage during the next Plan would be about 60 million, the balance being the next Plan period.

- (2) The entire amount of Rs. 15000 million shall have to be provided in the Central and State Plans. While a substantial part of the provision will be made within the Education Sector, appropriate provision will also have to be made in other sectors of development, including public sector undertakings. It would be advisable to specifically earmark the provision for adult education made in those sectors.
- (3) The existing arrangement of equal sharing between the Central and the States should be retained. Additional Central assistance should be available for organisation of programmes in tribal, hill and desert tracts, as well as for certain special provisions needed for priority groups, such as women, persons belonging to Scheduled Castes and Scheduled Tribes, and the physically handicapped.

6.10 Financial Procedures: Reference has already been made to the difficulties that had arisen because of diversion of funds from adult education and due to cumbersome and unsuitable procedures. It is therefore necessary that the provision for adult education should form part of the Basic Minimum Needs Programme and diversion of funds to any other sector of education or development should be disallowed. It is also of the utmost importance that funds reach the project agencies in time. In addition to the establishment of the National Board of Adult Education and State Boards of Adult Education, which would simplify financial procedures to some extent, it is necessary to delegate adequate financial powers to project officers to enable them to deal effectively with day-to-day problems.

6.11 Economy: The best means of economy would be to improve the efficiency and quality of the programme; and this should be a continuing concern. Another means for economy is

to raise community resources. Although the prospects of community support in the immediate future might be modest, and almost the entire expenditure may have to be found from the public exchequer, this could become an important source of financial support in the long run. Innovative measures should, therefore, continue to be devised for this purpose from the start. Another significant source of economy would be to appeal to the sense of idealism, dedication and commitment of the people, especially of the youth, and to harness their services to the cause. Apart from the contribution they will make to the Programme, involvement of the community and arousing of the idealism and dedication of the people are valued ends in themselves.

Implementation

6.12 The first step necessary to modify the NAEP is for Governments—Central and States—to pledge themselves unequivocally to the new Programme. This will strengthen the emerging sense of confidence among the people and facilitate their involvement.

6.13 Many of the recommendations made by us will require detailed planning and preparation. These include formulation of State and district plans; changes in the financial pattern, including raising of the remuneration of instructors; linking adult education with development; initiating the new three-year programme, etc. Besides, there are some recommendations the significance of which will become clear as time passes and will ultimately lead to the creation of a sustained programme for continuing adult education for all people. These include involvement of all educational institutions in the Programme, promotion of traditional and folk media, and creation of a nation-wide network of rural libraries. The National Board of Adult Education should be established as soon as possible as it will be concerned with all these issues.

6.14 There are many recommendations the implementation of which need not wait till NBAE is established and basic modifications made in the Programme. These recommendations in-

clude improvements in training and instructional materials, development of SRCs and DRUs, special attention to priority groups, and greater involvement of voluntary agencies, universities, cooperatives, employers, etc. Giving attention to these issues will make it possible to enlarge the Programme and to improve its quality.

6.15 It is necessary to emphasize that in embarking upon this major programme of democratisation of educational opportunity, social mobilisation and national development, the country has dedicated itself, for the first time, to a gigantic undertaking which has the potential of effecting a social and economic transformation which will usher in the new order envisaged in the Preamble of the Constitution. Success in such an endeavour, although not easy, is essential because an indifferently implemented programme can lead to frustration and retard progress. Success will depend upon firm and sustained political commitment, development of the programme as a nation-wide movement and linking it with improvement in the standards of living of the poor, involvement of the educated persons and educational and other institutions of social service, harnessing the best talent available to improve the quality of the Programme, creation of an efficient and decentralised administration and provision of the needed resources. It is a deep concern for these basic issues which should inspire the development of the Programme in the days ahead.

CHAPTER SEVEN

CONCLUSIONS AND RECOMMENDATIONS

7.01 In the modern world, education and development, and indeed survival, go together. Good education promotes development—economic, social and moral. Bad education is counter-productive and can seriously harm national interest and welfare. Mahatma Gandhi assigned the first place in education to character-building. The education of the people was uppermost in the mind of Jawaharlal Nehru. He said: "The country cannot make progress worth the name till we are able to remove illiteracy from among our masses."

7.02 There is an increasing realisation of the crucial importance of adult education. Yet the determination and effort for its promotion has been hardly commensurate with the colossal magnitude and extreme urgency of the task. The literacy rate for the country is still only 35 per cent. Even if a hundred million people were covered by the NAEP in five years—an extremely difficult task—the national literacy percentage would still be below 60 per cent.

7.03 A preliminary review of the NAEP, as operating at present, shows that it has evoked an encouraging response. Nothing should be done to undermine this. The present Programme has both strengths and shortcomings. Despite commendable work done in several areas, the review also brings out many weaknesses. For instance, more careful preparation is needed in the formulation of State and district plans, preparation of annual projections, training of instructors, and greater participation of all priority groups. The duration of the programme is too short and provision for follow-up activities is inadequate. The link between the education and development components

of the programme is lacking. The feasibility of the programme and the tangible benefits flowing from it are not clear. *An uncertain programme cannot be a mass movement.* The more crucial a programme for national development, the greater is the need for thorough preparation.

7.04 The Programme needs to be radically modified and strengthened. Our specific recommendations are:

(1) *Priority*

- (a) In the plans of national development, along with universalisation of primary education, adult education should receive the highest priority. Adult education should be an integral part of the Basic Minimum Needs Programme (Paras 2.13 and 2.16).
- (b) All illiterate persons of the age group of about 15 to 35 should be covered in the shortest time possible by a programme of adult education. Nothing should be done to weaken the momentum generated for the NAEP. The Programme should be continued, and steps taken to radically modify and strengthen it.

(2) *The Future Adult Education Programme*

- (a) State and district plans of adult education and annual projections should be prepared. With determined effort, most States and many districts in all States would be able to complete the programme in five years. Some would take longer. But even in these areas, the programme should be completed in not more than ten years.
- (b) Pending the finalisation of the plans, the number of illiterate persons to be covered in the year 1980-81 may be retained for the present at nine million, as visualised in the NAEP.
- (c) The content of the programme—consisting of literacy, functionality, and awareness—should be deepened

and widened. An adequate level of literacy should be insisted upon with emphasis on the learners improving their vocational skills and taking organised action for the improvement of their condition.

- (d) Sustained effort should be made to link literacy with development.
- (e) The duration of the programme should be about three years, divided into three stages of about a year each.
- (f) The programme should be flexible and closely related to the needs of the learners and the local environment (Paras 4.02—4.11).

(3) *Participation*

- (a) In organisation of the programme special attention should be paid to creation and sustenance of motivation among the learners.
- (b) Emphasis should be laid on participation of women in the programme. Measures should be taken which would influence social attitudes and remove practical difficulties which women face in attending adult education classes. It would be desirable to arrange adult education for women as part of their work.
- (c) Women should be adequately represented on advisory committees at all levels. Their recruitment as instructors and at other levels should be substantially raised.
- (d) The programme for the Scheduled Castes should pay attention to their special problems. Adult education centres common to all are desirable, and efforts should be made to move in that direction. Where necessary, separate classes for the Scheduled Castes should be organised in their localities.
- (e) The adult education programmes for the Scheduled Tribes should use tribal languages where necessary

and pay special attention to their special cultural heritage and crafts.

- (f) The involvement of Scheduled Castes and Scheduled Tribes should be emphasised. They should be made aware of the Government schemes for their amelioration and be enabled to utilize them.
- (g) The Scheduled Castes and Scheduled Tribes should be represented on all advisory committees. Their recruitment as instructors and at other levels should be encouraged in every possible way.
- (h) Special attention should be paid to the organisation of adult education programmes for the physically handicapped (Paras 4.13—4.27).

(4) *National Board of Adult Education*: The National Board of Adult Education should be autonomous, with the Union Education Minister as Chairman. There should be a whole time Vice-Chairman and two or three other whole-time members. It should be responsible for planning, financing and implementation of the Programme at the Centre and for giving it the necessary leadership and support. The NBAE's responsibility would also include support to and development of the SRCs, monitoring, evaluation and research and, generally, improvement of the quality and coverage of the Programme. The funds provided in the Central budget for adult education should be placed at its disposal. The Board should make an annual report to the Parliament (Paras 4.28—4.29 and 4.39—4.42).

(5) *State Boards of Adult Education*: Autonomous Boards of Adult Education (SBAE) should be established in every State. They should be responsible for planning, financing and implementing the Programme and for its coordination at the State level. They should make more intensive efforts to expand and improve the Programme (Para 4.30).

(6) *District and Field Organisation*

- (a) Every district should have an Adult Education Committee.

- (b) The District Adult Education Officers should be responsible to the SBAE. Their duties would include planning and implementation of the Programme. They should have adequate powers and support for the purpose.
- (c) The Project should be smaller in size than at present, ordinarily consisting of 100 to 200 centres. The project officers should have wider powers than at present.
- (d) The organisation of the adult education centres should be flexible enough to suit the learners' needs, local conditions and availability of resources (Paras 4.31—4.36).

(7) *Implementing Agencies*: A number of agencies are making or could make an important contribution to the Programme. In respect of them, we recommend as follows:

- (a) *Voluntary Agencies*: The association with the programme of voluntary agencies engaged in social service, education, rural development, village industries, health-care and such other activities, should be continued and they should be given all encouragement and assistance. Whether they should continue to be assisted directly from the Centre or through the State Governments would need further examination by the National Board of Adult Education (Paras 5.11—5.13).
- (b) *Universities and Colleges*: Universities and colleges should be involved to the greatest possible extent, through NSS or otherwise. Involvement of women's colleges would help in increasing the participation of women learners in the Programme. In the long run, participation in social service, including adult education, should become a part of the academic course (Paras 2.14, 5.14—5.15).
- (c) *Schools*: Involvement of schools should be increased. Eventually every school should be developed

into a community centre for the education of children as well as adults (Para 5.16).

- (d) *Panchayati Raj. Institutions and Municipalities:* Panchayati Raj Institutions and Municipalities should be involved in the programme, wherever and howsoever possible. They should also take responsibility for running reading rooms and libraries (Para 5.09).
- (e) *Cooperatives:* The NBAE should prepare, in consultation with the National Cooperative Union of India, a detailed programme for participation in adult education of the members of cooperative societies and also of their families, if possible (Para 5.10).
- (g) *Employers:* Employers in the organised sector, public and private, should be required to provide adult education facilities for all their employees, and if possible, for the members of their families. A lead should be given by Government and the public sector undertakings. In this, trade unions and Central Board of Workers' Education should be associated (Para 5.17).
- (g) *Individuals and other groups:* Every effort should be made to involve dedicated individuals, housewives and youth clubs, *Mahila Mandals* and Sainik Boards, and other interested organizations (Para 5.18).
- (8) *Involvement of Political Parties and certain other Organisations:* The NBAE should examine, as soon as possible, the question of ineligibility of political parties and certain other organisations—such as trade unions, associations of teachers and students, all-India cultural organisations, etc. to receive grants from Government. Till then the present practice may continue (Paras 5.19—5.20).
- (9) *Need for Vigilance:* Appropriate mechanisms should be evolved for ensuring that misuse of funds for adult education is prevented (Para 5.21).

- (10) *The Instructor*: Every effort should be made to attract the best possible persons as instructors. Steps should be taken to increase the pool of persons available for recruitment as instructors, especially in remote and backward areas. Training of instructors should be improved and the best available persons should be involved in it. The honorarium of the instructor should be raised to Rs. 75 per month in Stage I and to Rs. 100 and Rs. 125 per month respectively for Stages II and III. The appointment of instructors should be for the duration of the project (i.e. 3 or 4 years), subject to satisfactory work. There should be adequate opportunities for their advancement (Paras 5.22—5.29).
- (11) *Supervisors and Project Officers*: There is need to improve the opportunities of advancement for supervisors and project officers. The gap between the remuneration of instructors, supervisors and project officers should be reduced (Paras 5.30—5.31).
- (12) *Resource Centres*: The Central Directorate of Adult Education and the SRCs should be strengthened. A Resource Centre, should be established for the North-Eastern Region. District Resource Units should be established. Full use should be made of universities and other institutions for resource development (Paras 5.32—5.36).
- (13) *Instructional Material*: Material of good quality, including teaching aids, need to be produced in larger numbers for the instructional programme, especially for functionality and awareness and for Stages II and III. Materials are also needed for training of instructors, supervisors and project officers, and for promotional and motivational purposes. While production of material is a responsibility of the Central Directorate of Adult Educa

tion and the SRCs, there is need for serious involvement of universities and other institutions of proven capability (Paras 5.37—5.40).

- (14) *Traditional and Folk Media*: A programme of people's education should lead to a renaissance of the people's culture. There is need to support traditional and folk arts *per se* and also for their fuller and wider use in the furtherance of literacy and adult education programmes. Suitable schemes for this purpose should be prepared (Paras 5.42—5.43).
- (15) *The Modern Media*: The potential of the electronic media and film should be exploited for the Programme. This needs close collaboration between the authorities concerned with education, INSAT, Films, Doordarshan and AIR. The National and State Boards should have Media Councils and the AIR and Doordarshan should have adult education and distance learning cells at their national and regional headquarters (Paras 5.44—5.49).
- (16) *Libraries and Continuing Education*: Steps should be taken to produce literature needed for post-literacy and continuing education. A nation-wide network of libraries should be organised and linked closely to the adult education programme (Paras 5.50—5.52).
- (17) *Finance*
- (a) The cost per person covered under the modified Programme, on a rough estimate, works out to Rs. 150. The present figure is a little over Rs. 100 (Para 6.08).
- (b) On the above basis, the total cost of the Programme for 100 million persons will be Rs. 15,000 million

(or Rs. 1500 crores). Of this, the amount needed in the next five years would be about Rs. 9,000 million (or Rs. 900 crores).

- (c) A major part of this sum of Rs. 9,000 million should be provided in the Plan of the Education Sector. The rest should be in the other sectors of development to enable the development agencies to include a component of adult education in their programmes. It should be earmarked for adult education.
- (d) The existing arrangement of equal sharing of expenditure between the Central and State Plans should continue. However, special additional provision should be made in the Central Plan to provide support for tribal, hill and desert regions and for such priority groups as women, Scheduled Castes, Scheduled Tribes, and the physically handicapped (Para 6.09).

(18) *Financial Procedures*

- (a) There should be no diversion of funds provided for adult education to any other stage of education or to any other sector of development.
- (b) It is essential to devise procedures which will ensure that funds reach the project agencies in time and to delegate adequate financial powers to the project officer to enable him to deal effectively with the day-to-day problems (Para 6.10).

(19) *Economy*: An important method of economy is to improve the efficiency and quality of the programmes. Other means would include the involvement of the community and harnessing the idealism, dedication and commitment of the people, especially the youth (Para 6.11).

(20) *Implementation*: The first step should be a statement by the Government regarding accept-

ance of the main recommendations contained in the Report. The National Board of Adult Education should be set up as early as possible to give effect to the modifications needed in the Programme. Meanwhile, action should be taken to implement recommendations such as improvement of training of instructors and instructional material, special attention to priority groups, greater involvement of voluntary agencies and local bodies, cooperatives, and employers and expansion of the participation of teachers and students. (Paras 6.12—6.15.)

Sd|—
(M. S. Adiseshiah)

Sd|—
(D. S. Kothari)
Chairman

Sd|—
(Smt. Ela Bhatt)

Sd|—
(J. P. Naik)

Sd|—
(V. Siddarthacharry)

Sd|—
(Surajit Sinha)

Sd|—
(Habib Tanvir)

Sd|—
(B. G. Verghese)

Sd|—
(Anil Bordia)
Member-Secretary

APPENDIX

State Resource Centres (as on 31-3-1980)

<i>Address of the Institution</i>	<i>States Covered</i>
1. Department of Continuing/Adult Education Osmania University, Hyderabad.	Andhra Pradesh
2. Deepayatan 32-A, New Srikrishnapuri, Patna.	Bihar
3. Gujarat Vidyapeeth, Ahmedabad.	Gujarat
4. State Resource Centre, Chandigarh.	Haryana
5. Centre for Continuing Education Panjab University, Chandigarh.	Himachal Pradesh Punjab UT of Chandigarh.
6. Department of Education, University of Kashmir, Srinagar.	Jammu & Kashmir
7. Karnataka State Adult Education Council Krishnamurthipuram, Mysore.	Karnataka
8. Kerala Association for Non formal Edu- cation and Development, Trivandrum.	Kerala
9. Indian Institute of Education 103/2 Karve Road Kothrud Pune.	Maharashtra
10. Utkal Navajeevan Maandal Angul Distt. Dhankanal.	Orissa
11. Rajasthan Adult Education Association 38, Jobner Bagh Jaipur.	Rajasthan
12. Tamil Nadu Board of Continuing Education 2, Adams Road Madras.	Tamil Nadu
13. Literacy House P O. Alambagh Lucknow.	Uttar Pradesh
14. Bengal Social Service League 1/6, Raja Dinendra Street Calcutta.	West Bengal

TABLE I-A

Literacy position of different age-groups in 1951, 1961 and 1971.

(Figures in Millions)

Item	Age-Group					Age not stated	Total (excluding 0-4 Age-Group)
	5-9	10-14	15-34	35+			
	1	2	3	4	5	6	7
1951							
<i>Literate</i>							
Persons	4.11 (9.3)	9.71 (22.9)	25.41 (22.1)	16.05 (16.1)	.02 (8.7)	55.30 (18.3)	
Male	2.80 (12.4)	6.87 (30.8)	19.18 (32.7)	18.53 (25.8)	.01 (9.1)	42.39 (27.1)	
Female	1.31 (6.0)	2.84 (14.2)	6.23 (11.1)	2.52 (5.3)	.01 (8.3)	12.91 (8.9)	
<i>Illiterate</i>							
Persons	40.15 (90.7)	32.62 (77.1)	89.69 (77.9)	83.96 (83.9)	.21 (91.3)	246.63 (81.7)	
Male	19.78 (87.6)	15.40 (69.2)	39.56 (67.3)	38.97 (74.2)	.10 (80.9)	113.81 (72.9)	
Female	20.37 (94.0)	17.22 (85.8)	50.13 (88.9)	44.99 (94.7)	.11 (91.7)	132.89 (91.1)	
1961							
<i>Literate</i>							
Persons	12.82 (19.8)	20.83 (42.3)	45.57 (32.4)	26.27 (22.3)	.02 (10.2)	105.51 (28.3)	
Male	8.26 (25.0)	14.29 (54.4)	23.40 (46.8)	21.97 (35.3)	.02 (15.8)	77.94 (40.4)	
Female	4.56 (14.4)	6.54 (28.4)	12.17 (17.6)	4.30 (7.7)	—	27.57 (15.3)	

1	2	3	4	5	6	7
<i>Illiterate</i>						
Persons . . .	51.85 (80.2)	28.47 (57.7)	95.07 (67.6)	91.77 (77.7)	.16 (89.8)	267.22 (71.7)
Male . . .	24.81 (75.0)	11.98 (45.6)	37.92 (53.2)	40.23 (64.7)	.08 (84.2)	115.02 (59.6)
Female . . .	27.04 (85.6)	16.49 (71.6)	57.15 (82.4)	51.54 (92.8)	.08 (100.0)	152.30 (84.7)
1971						
<i>Literate</i>						
Persons . . .	18.97 (23.1)	34.13 (49.6)	70.44 (42.0)	37.84 (25.2)	.04 (30.2)	161.42 (34.5)
Male . . .	11.47 (27.2)	21.82 (59.8)	48.46 (56.7)	30.28 (38.0)	.02 (39.3)	112.05 (46.0)
Female . . .	7.50 (18.9)	12.31 (38.2)	21.98 (26.8)	7.56 (10.7)	.02 (21.7)	49.37 (22.0)
<i>Illiterate</i>						
Persons . . .	63.03 (76.9)	34.65 (50.4)	97.14 (58.0)	112.29 (74.8)	.08 (69.8)	307.19 (65.5)
Male . . .	30.75 (72.8)	14.68 (40.2)	36.99 (43.3)	49.35 (62.0)	.08 (60.7)	131.80 (54.0)
Female . . .	32.28 (81.1)	19.97 (61.8)	60.15 (73.2)	62.94 (89.3)	.05 (78.3)	175.39 (78.0)

Figures in brackets indicate percentage to the corresponding population.

Source : Census Data.

TABLE I-B

Statewise increase in percentage of literacy of the total population (including 0-4 age-group) from 1951—1971

Sl. No.	State/ Union Territory	Percentage of Literacy			Increase in Literacy percentage		
		1951	1961	1971	1951-61	1961-71	1951-71
1	2	3	4	5	6	7	8
1.	Andhra Pradesh ·	13.2	21.2	24.6	8.0	3.4	11.4
2.	Assam · ·	18.3	27.4	28.7	9.1	1.3	10.4
3.	Bihar · · ·	12.2	18.4	19.9	6.2	1.5	7.7
4.	Gujarat · ·	23.0	30.5	35.8	7.5	5.3	12.8
5.	Haryana] · ·	*	*	26.9	N.A.	N.A.	N.A.
6.	Himachal Pradesh	7.7	17.1	32.0	9.4	14.9	24.3
7.	Jammu & Kashmir	N.A.	11.0	18.6	N.A.	7.6	N.A.
8.	Karnataka · ·	19.3	25.4	31.5	6.1	6.1	12.2
9.	Kerala · ·	40.7	46.8	60.4	6.1	13.6	19.7
10.	Madhya Pradesh ·	9.8	17.1	22.1	7.3	5.0	12.3
11.	Maharashtra ·	20.9	29.8	39.2	8.9	9.2	18.1
12.	Manipur · ·	11.4	30.4	32.9	19.0	2.5	21.5
13.	Meghalaya · ·	†	†	29.5	N.A.	N.A.	N.A.
14.	Nagaland · ·	10.4	17.9	27.4	7.5	9.5	17.0
15.	Orissa · ·	15.8	21.7	26.2	5.9	4.5	10.4
16.	Punjab · ·	15.2	24.2	33.7	9.0	9.5	18.5
17.	Rajasthan · ·	8.9	15.2	19.1	6.3	3.9	10.2
18.	Sikkim · ·	7.3	12.3	17.7	5.0	5.4	10.4

1	2	3	4	5	6	7	8	
19.	Tamil Nadu	•	20.8	31.4	39.5	10.6	8.1	18.7
20.	Tripura	• •	15.5	20.2	31.0	4.7	10.8	15.5
21.	Uttar Pradesh	•	10.8	17.6	21.7	6.8	4.1	10.9
22.	West Bengal	•	24.0	29.3	33.2	5.3	3.9	9.2
23.	A & N Islands		25.8	33.6	43.6	7.8	10.0	17.8
24.	Arunachal Pradesh		N.A.	7.1	11.3	N.A.	4.2	N.A.
25.	Chandigarh	•	*	*	61.6	N.A.	N.A.	N.A.
26.	Dadra & Nagar Haveli	• •	4.0	9.5	15.6	4.5	6.1	10.6
27.	Delhi	• •	38.4	52.7	56.6	14.3	3.9	18.2
28.	Goa, Daman & Diu	• •	22.9	30.8	44.8	7.9	14.0	21.9
29.	Lakshadweep	•	15.2	23.3	43.7	8.1	20.4	28.5
30.	Mizoram	• •	†	†	†	N.A.	N.A.	N.A.
31.	Pondicherry	•	N.A.	37.4	46.0	N.A.	8.6	N.A.
INDIA			@ 16.60	24.0	29.5	@ 7.4	5.5	@ 12.9

*Included under Punjab

†Included under Assam

@Excludes Jammu & Kashmir, Pondicherry & Arunachal Pradesh

Source : Census Data.

TABLE I-C(I)

Frequency distribution of districts on the basis of literacy position of the population in the age-group 15—35 all persons

(No. of Districts)

Sl. No.	State/ Union Territory	Percentage of Literacy					Total
		Below 10% Persons	10 to 20% persons	20 to 30% persons	30 to 40% persons	40% and; above persons	
1	2	3	4	5	6	7	8
<i>States</i>							
1.	Andhra Pradesh .	--	..	9	7	5	21
2.	Assam . .	--	..	..	3	6	9
3.	Bihar . .	--	..	10	6	1	17
4.	Gujarat . .	..	..	2	1	16	19
5.	Haryana . .	..	..	1	3	3	7
6.	Himachal Pradesh	--	..	1	3	6	10
7	Jammu & Kashmir	--	..	7	2	1	10
8.	Karnataka . .	..	..	3	6	10	19
9.	Kera'a . .	--	..	--	..	10	10
10.	Madhya Pradesh .	..	3	14	16	10	43
11.	Maharashtra .	..	..	..	3	23	26
12.	Manipur . .	..	..	..	2	3	5
13.	Meghalaya . .	..	..	..	1	1	2
14.	Nagaland . .	..	..	2	..	1	3
15.	Orissa . . .	..	2	2	3	6	13
16.	Punjab . .	..	..	..	3	8	11
17.	Rajasthan . .	..	4	15	6	1	26
18.	Sikkim . .	..	2	1	1	..	4
19.	Tamil Nadu .	..	..	..	1	13	14

1	2	3	4	5	6	7	8
20. Tripura	• •	3	3
21. Uttar Pradesh	•	..	3	22	19	10	54
22. West Bengal	•	1	7	8	16
<i>Union Territories</i>							
1. A&N Islands	•	1	1
2. Arunachal Pradesh		..	2	3	..	..	5
3. Chandigarh	• •	1	1
4. Dadra & Nagar Haveli		—	—	1	..	..	1
5. Goa, Daman & Diu		..	—	—	..	3	3
6. Delhi	• • •	..	—	—	—	1	1
7. Lakshadweep	•	1	1
8. Mizoram	• •	1	1
9. Pondicherry	• •	4	4
INDIA	• •	..	16	94	93	157	360
TOTAL STATES		..	14	90	93	145	342
TOTAL UNION TERRITORIES		..	2	4	..	12	18

Source : Census Data

TABLE I-C(II)

Frequency distribution on districts on the basis of literacy position of the population in the age-group 25—35 : women

(No. of Districts)

Sl. No.	State/ Union Territory	Percentage of Literacy					Total
		Below 10% Fe- males	10 to below 20% Fe- males	20 to below- 30% Fe- males	30 to below 40% Fe- males	40% and above Fe- males	
1	2	3	4	5	6	7	8
<i>States</i>							
1.	Andhra Pradesh .	3	11	2	3	2	21
2.	Assam . . .	..	1	6	2	..	9
3.	Bihar . . .	6	10	1	..	..	17
4.	Gujarat . .	1	2	4	7	5	19
5.	Haryana . .	..	3	3	1	..	7
6.	Himachal Pradesh .	..	6	2	2	..	10
7.	Jammu & Kashmir	6	3	..	1	..	10
8.	Karnataka . .	..	6	6	3	4	19
9.	Kerala . . .	..	..	..	..	10	10
10.	Madhya Pradesh .	8	25	8	1	1	43
11.	Maharashtra .	..	3	7	8	8	26
12.	Manipur . .	..	2	..	1	2	5
13.	Meghalaya . .	..	..	1	..	1	2
14.	Nagaland . .	..	1	..	1	1	3
15.	Orissa . . .	3	6	1	3	..	13
16.	Punjab . . .	..	..	3	4	4	11
17.	Rajasthan . .	11	12	3	..	..	26
18.	Sikkim . . .	2	1	1	..	..	4

1	2	3	4	5	6	7	8
19. Tamil Nadu	•	..	1	3	6	4	14
20. Tripura	• •	1	2	..	3
21. Uttar Pradesh	•	12	33	6	..	3	54
22. West Bengal	•	..	5	4	4	3	16
<i>Union Territories</i>							
1. A & N Islands	•	1	1
2. Arunachal Pradesh		4	1	..	..	..	5
3. Chandigarh	• •	1	1
4. Dadra & Nagar Haveli		1	..	..	..	..	1
5. Goa, Daman & Diu		2	1	3
6. Delhi	• • •	1	1
7. Lakshadweep	•	1	1
8. Mizoram	• •	1	1
9. Pondicherry	• •	4	4
INDIA	• •	57	132	62	51	58	360
TOTAL STATES		52	131	62	49	48	342
TOTAL UNION TERRITORIES		5	1	..	2	10	18

Source : Census Data.

TABLE I-D

**Districts with highest and lowest percentage of literacy (1971)-
all persons**

Highest		Lowest	
1		2	
<i>Total Population (Age-group 15-35)</i>			
1. Alleppy (Kerala)	91.2	Jhabua; (Madhya Pradesh)	12.7
2. Mahe (Pondicherry)	89.0	Subansiri (Arunachal Pradesh)	12.8
3. Kottayam (Kerala)	88.3	Jalore (Rajasthan)	13.3
4. Ernakulam; (Kerala)	87.5	Barmer (Rajasthan)	13.7
5. Quilon (Kerala)	85.9	Koraput (Orissa)	15.2
6. Trichur (Kerala)	83.3	Bastar (Madhya Pradesh)	15.5
7. Trivandrum (Kerala)	81.0	Kameng (Arunachal Pradesh)	16.0
8. Mizoram	78.4	Jaisalmer (Rajasthan)	16.7
9. Kozhikode (Kerala)	78.1	Bahriach (Uttar Pradesh)	17.2
10. Bombay (Maharashtra)	77.4	Mangan (Sikkim)	17.4
<i>Scheduled Castes (All Ages)</i>			
1. Alleppy (Kerala)	54.4	Sidhi (Madhya Pradesh)	2.7
2. Kanyakumari (Tamil Nadu)	50.3	Panna (Madhya Pradesh)	2.8
3. Valsad (Gujarat)	50.0	Mehbubnagar (Andhra Pradesh)	3.1

	1	2	
4. Trivandrum (Kerala)	47·1	Chhaterpur (Madhya Pradesh)	3·6
5. Kottayam (Kerala)	46·6	Saharsa (Bihar)	3·7
6. Ernakulam (Kerala)	45·4	Medak (Andhra Pradesh)	3·9
7. Surat (Gujarat)	45·2	Jalore (Rajasthan)	3·9
8. Greater Bombay (Maharashtra)	44·7	Nizamabad (Andhra Pradesh)	4·2
9. Madras (Tamil Nadu)	43·9	Karimnagar (Andhra Pradesh)	4·2
10. Gandhinagar (Gujarat)	43·2	Champaran (Bihar)	4·2

*Scheduled Tribes
(All Ages)*

1. Mizoram (U.T.)	53·5	Guna (Madhya Pradesh)	1·2
2. Ernakulam (Kerala)	45·1	Jalore (Rajasthan)	1·3
3. Trivandrum (Kerala)	42·1	Ratnagiri (Maharashtra)	1·4
4. Lakshadweep (U.T.)	41·4	Chhaterpur (Madhya Pradesh)	1·4
5. Kottayam (Kerala)	38·4	Datia (Madhya Pradesh)	1·4
6. Mokochung (Nagaland)	36·4	Shivpuri (Madhya Pradesh)	1·5
7. Trichur (Kerala)	35·7	Morena (Madhya Pradesh)	1·8
8. Manipur South (Manipur)	34·6	Surendra Nagar (Gujarat)	2·2
9. Manipur East (Manipur)	33·0	Barmer (Rajasthan)	2·4
10. Greater Bombay (Maharashtra)	32·7	Ratlam (Madhya Pradesh)	2·4

Source : Census Data.

N.B. : Districts with small population of Scheduled Castes and Scheduled Tribes are not taken into account.

TABLE I-E

Districts showing highest and lowest percentages of literacy (1971)—women

Highest		Lowest	
1		2	
<i>Total Population (Age-group 15-35)</i>			
1. Alleppy (Kerala)	88.0	Subansiri (Arunachal Pradesh)	3.1
2. Mahe (Pondicherry)	85.4	Kameng (Arunachal Pradesh)	4.0
3. Kottayam (Kerala)	84.7	Jaisalmer (Rajasthan)	4.2
4. Ernakulam (Kerala)	83.2	Uttar Kashi (Uttar Pradesh)	4.4
5. Quilon (Kerala)	81.3	Ladakh (Jammu & Kashmir)	4.9
6. Trichur (Kerala)	79.1	Kalahandi (Orissa)	5.1
7. Trivandrum (Kerala)	75.3	Barmer (Rajasthan)	5.2
8. Calcutta (West Bengal)	69.6	Jalore (Rajasthan)	5.3
9. Bombay (Maharashtra)	69.4	Gyalsingh (Sikkim)	5.3
10. Chandigarh	69.1	Sidhi (Madhya Pradesh)	5.4
<i>Scheduled Castes (All Ages)</i>			
1. Alleppy (Kerala)	47.3	Jalore (Rajasthan)	0.2
2. Valsad (Gujarat)	44.0	Palmar (Rajasthan)	0.3
3. Kanyakumari (Tamil Nadu)	42.1	Saharsa (Bihar)	0.4

1	2
4. Trivandrum (Kerala)	41.2 Bhilwara (Rajasthan)
5. Ernakulam (Kerala)	38.5 Darbhanga (Bihar)
6. Kottayam (Kerala)	38.4 Sidhi (Madhya Pradesh)
7. Quilon (Kerala)	35.8 Panna (Madhya Pradesh)
8. Trichur (Kerala)	33.8 Mehbubnagar (Andhra Pradesh)
9. Madras (Tamil Nadu)	33.5 Champaran (Bihar)
10. Surat (Gujarat)	33.3 Banswara (Rajasthan)
<i>Scheduled Tribes (All Ages)</i>	
1. Mizoram	46.9 Jaisalmer (Rajasthan)
2. Ernakulam (Kerala)	41.3 Guna (Madhya Pradesh)
3. Kottayam (Kerala)	35.8 Jodhpur (Rajasthan)
4. Trivandrum (Kerala)	35.8 Barmer (Rajasthan)
5. Trichur (Kerala)	29.9 Dewas (Madhya Pradesh)
6. Mokokchung (Nagaland)	29.9 Morena (Madhya Pradesh)
7. Lakshadweep	28.9 Chittorgarh (Rajasthan)
8. Quilon (Kerala)	26.1 Vidisha (Madhya Pradesh)
9. United Khasi & Jainta Hills (Meghalaya)	25.9 Champaran (Bihar)
10. Manipur South	24.8 Chhatorpur (Madhya Pradesh)

Source : Census Data

N.B. : Districts with small Scheduled Caste and Scheduled Tribe population are not taken into consideration.

TABLE II-A

**Statement showing statewise enrolment of
Adult Education Centres during 1977-78**

SLNo.	Name of State/U.T.	No. of Centres	Enrolment		
			Male	Female	Total
1	2	3	4	5	6
1.	Andhra Pradesh	676	18,357	2,309	20,666
2.	Assam	344	7,974	2,152	10,126
3.	Bihar	120	3,293	—	3,293
4.	Gujarat	990	19,346	6,627	25,973
5.	Haryana	1,431	24,655	11,097	35,752
6.	Himachal Pradesh	N.A.	N.A.	N.A.	18,207*
7.	Jammu & Kashmir	N.A.	N.A.	N.A.	4,133*
8.	Karnataka	4,940	90,810	22,512	1,13,322
9.	Kerala	N.A.	N.A.	N.A.	10,656*
10.	Madhya Pradesh	811	9,032	6,533	15,565
11.	Maharashtra	1,638	44,644	19,225	63,869
12.	Manipur	251	4,918	2,653	7,571
13.	Meghalaya	365	6,110	4,711	10,821
14.	Nagaland	210	4,839	1,783	6,622
15.	Orissa	797	16,252	2,937	19,189
16.	Punjab	624	11,348	8,934	20,282
17.	Rajasthan	1,254	17,500	7,500	25,000
18.	Sikkim	N.A.	N.A.	N.A.	8,415*
19.	Tamil Nadu	3	62	1	63
20.	Tripura	859	7,473	8,024	15,497
21.	Uttar Pradesh	N.A.	N.A.	N.A.	1,16,389*

1	2	3	4	5	6
22.	West Bengal	N.A.	N.A.	N.A.	2,08,700*
23.	A & N Islands	21	330	241	571
24.	Arunachal Pradesh	175	4,070	756	4,826
25.	Chandigarh	19	202	254	456
26.	Dadra & Nagar Haveli	4	99	19	118
27.	Delhi	101	1,040	1,525	2,565
28.	Goa, Daman & Diu	15	328	150	478
29.	Lakshadweep	20	180	130	310
30.	Mizoram	140	2,600	2,478	5,078
31.	Pondicherry	34	543	178	721
Total †		15,842+	2,96,005+ (72.4)	1,12,729 + (27.6)	6,75,234

*This data was received in connection with Rajya Sabha Unstarred Question No. 90 of 26-4-78.

+ Excludes States for which break-up is not available.

Notes : (1) The Figures in parentheses show percentage to total enrolment in only those States whose sex-wise break up was available.

(2) The Data were supplied by Ministry of Education and Culture.

TABLE II-B

Statement showing statewise coverage of illiterates under adult education programme during 1978-79

Sl. No.	Name of State/ Union Territory	No. of illiterates covered during 1978-79
1	2	3
1.	Andhra Pradesh	45,310
2.	Assam	38,430
3.	Bihar	33,000
4.	Gujarat	3,01,264
5.	Haryana	68,660
6.	Himachal Pradesh	32,070
7.	Jammu & Kashmir	10,103
8.	Karnataka	1,72,000
9.	Kerala	77,100
10.	Madhya Pradesh	1,28,850
11.	Maharashtra	4,63,800
12.	Manipur	29,970
13.	Meghalaya	14,465
14.	Nagaland	17,700
15.	Orissa	1,04,252
16.	Punjab	38,100
17.	Rajasthan	95,826
18.	Sikkim	384
19.	Tamil Nadu	1,21,810
20.	Tripura	35,248
21.	Uttar Pradesh	1,58,247
22.	West Bengal	1,26,780
23.	A & N Islands	2,940

1	2	3
24.	Arunachal Pradesh	9,880
25.	Chandigarh	2,800
26.	Dadra & Nagar Haveli	992
27.	Delhi	19,320
28.	Goa, Daman & Diu	9,030
29.	Lakshadweep	312
30.	Mizoram	5,265
31.	Pondicherry	6,960
TOTAL		21,70,868 or say 21.71 lakhs

Source : The data was collected in connection with Lok Sabha Unstarred Question No. 7011 dated 16th April, 1979.

TABLE II-C

Statement indicating statewise the number of adult education centres functioning as on 30th June, 1979

Sl. No.	States/ Union/Territories	R.F. L.P.	State Govt. Project	Voluntary Agencies		NYKs	Uni- versities	ICDS
				With/Without GOI Assistance				
1	2	3	4	5	6	7	8	9
1.	Andhra Pradesh	584	330	288	214	1,066	199	232
2.	Assam	2,400	4,200	270	..	238	66	127
3.	Bihar	1,490	1,945	1,936	..	399	64	309
4.	Gujarat	2,000	711	5,342	1,426	226	443	43
5.	Haryana	2,089	820	190	..	81	..	100
6.	Himachal Pradesh	715	—	60	..	410	..	48
7.	Jammu & Kashmir	1,143	231	—	..	68	..	94
8.	Karnataka	880	..	458	6,834	324	105	90
9.	Kerala	1,200	..	374	3,490	378	..	122

1	2	3	4	5	6	7	8	9	
10.	Madhya Pradesh	• • • •	3,000	1,300	778	170	620	88	180
11.	Maharashtra	• • • •	3,314	530	3,090	1,224	..	465	142
12.	Manipur	• • • •	185	300	374	..	140	..	73
13.	Meghalaya	• • • •	165	178	..	..	..	..	50
14.	Nagaland	• • • •	340	200	..	..	3	..	20
15.	Orissa	• • • •	1,020	1,110	439	40	521	224	56
16.	Punjab	• • • •	..	..	120	..	236	38	100
17.	Rajasthan	• • • •	1,369	1,064	2,600	..	414	..	85
18.	Sikkim	• • • •	170	254	..	2	4	..	64
19.	Tripura	• • • •	608	1,421	..	43	182	..	100
20.	Tamil Nadu	• • • •	3,600	..	1,124	117	364	720	296
21.	Uttar Pradesh	• • • •	..	2,457	1,176	35	984	341	352
22.	West Bengal	• • • •	880	1,825	380	..	296	845	255
23.	Arunachal Pradesh	• • • •	191	216	..	30	23	..	..
24.	A & N Islands	• • • •	60	34	..	3	4	..	..
25.	Chandigarh	• • • •	54	84	..	..	38	..	..

1	2	3	4	5	6	7	8	9
26.	Dadra & Nagar Haveli . . .	41	30	..	..	..	..	11
27.	Delhi	241	270	..	2	109	79	100
28.	Lakshadweep	30	..	..	..	..	..	..
29.	Goa, Daman & Diu . . . . .	..	..	..	..	22	..	..
30.	Mizoram	160	70	..	..	..	..	..
31.	Pondicherry	67	64	30	..	39	16	..
TOTAL		27,996	19,644	19,029	13,650	7,129	3,684	3,049

Source : Ministry of Education and Culture, National Adult Education Programmes: The First Year, New Delhi 1979

TABLE II-D
Statement indicating statewise the number of Adult Education Centres functioning as
on 31st January, 1980

Sl. No.	States/Union Territories	R.F. L.P.	State Govt. Projects	Voluntary Agencies		NYKs	Univer- sities/ Colleges	ICDS
				With/Without GOI Assistance				
1	2	3	4	5	6	7	8	9
1	Andhra Pradesh	2,283	558	740	..	511	440	460
2	Assam	2,400	3,630	295	..	103	396	140
3	Bihar	2,061	2,808	2,120	600	271	290	490
4	Gujrat	2,280	1,080	4,965	1,410	83	483	..
5	Haryana	2,242	900	134	..	54	14	320
6	Himachal Pradesh	452	288	20	..	244	..	150
7	Jammu & Kashmir	572	1,205	..	..	21	..	98
8	Karnataka	2,431	65	1,040	657	140	250	180
9	Kerala	1,221	..	352	1,625	298	328	122
10	Madhya Pradesh	2,772	1,211	892	461	474	406	148

1	2	3	4	5	6	7	8	9
11	Maharashtra	4,864	3,840	4,403	347	20	1,123	262
12	Manipur	185	215	394	374	110	..	75
13	Meghalaya . . . . .	..	249	..	39	..	..	85
14	Nagaland	340	200	..	..	..	..	80
15	Orissa	3,253	5,346	647	..	283	212	153
16	Punjab	61	237	60	..	207	52	100
17	Rajasthan	3,026	2,713	2,506	..	348	30	70
18	Sikkim	456	..	..	..	..	..	60
19	Tamil Nadu	3,600	6100	2,129	43	317	668	298
20	Tripura	693	1009	..	..	106	..	145
21	Uttar Pradesh	1468	..	1367	32	217	390	394
22	West Bengal	880	1775	595	..	171	15	671
23	Arunachal Pradesh	226	..	15	..	5	..	..
24	A & N Islands	88	50	..	2	..	..	29
25	Chandigarh . . . . .	..	110	..	8	30	18	..
26	Delhi	291	762	205	..	70	50	189

1	2	3	4	5	6	7	8	9		
27	Dadra & Nagar Haveli	• • •	102	..	..	..	..	..
28	Goa, Daman & Diu	• • •	..	56	30	..	..	..
29	Lakshdweep	• • • • •	21	..	..	..	..	..
30	Mizoram	• • • • •	200	77	..	..	..	..
31	Pondicherry	• • • • •	87	142	60	..	33	..		
TOTAL			• • • • •	38,555	34,626	22,969	5,598	4,616	5,165	4,774

Total No. of Centres : 1,16,302

Source : Ministry of Education and Culture

N.B. : Does not include information in respect of about 2070 Centres sanctioned to 45 voluntary agencies (1910) and 4 Nehru Yuvak Kendras (160)

TABLE II-E
**Statement showing statewise enrolment under All Agencies/
 Schemes of Adult Education as on 31st January, 1980**

Sl. No.	States/Union Territories	Total	Male	Female	I.C.	S.T.
1	2	3	4	5	6	7
1.	Andhra Pradesh	1,46,484	92,804	53,680	33,210	12,823
2.	Assam	97,272	67,792	29,480	5,402	4,910
3.	Bihar	2,56,149	1,76,042	80,107	59,823	35,618
4.	Gujarat	3,25,227	1,86,600	1,38,627	57,099	1,08,98
5.	Haryana	83,610	34,868	48,742	16,607	1,499
6.	Himachal Pradesh	27,051	11,467	15,584	4,632	1,383
7.	Jammu & Kashmir	42,296	20,133	22,163	5,594	—
8.	Karnataka	1,31,096	1,08,919	22,177	25,373	6,522
9.	Kerala	1,26,636	61,469	65,167	29,160	17,187
10.	Madhya Pradesh	1,76,281	1,26,580	49,701	31,630	52,583
11.	Maharashtra	4,59,299	2,67,037	1,92,262	76,115	49,638
12.	Manipur	34,908	12,500	22,408	471	15,387

1	2	3	4	5	6	7
13. Meghalaya		9,650	4,733	4,917	..	8,328
14. Nagaland		16,844	6,761	10,083	69	15,575
15. Orissa		2,95,041	2,09,230	85,811	82,721	92,527
16. Punjab		18,320	8,548	9,772	3,519	44
17. Rajasthan		2,23,852	1,80,930	42,922	38,248	20,983
18. Sikkim		11,574	5,993	5,581	..	..
19. Tamil Nadu		4,00,092	2,97,616	1,02,476	79,601	5,550
20. Tripura		43,425	26,403	17,022	9,956	14,897
21. Uttar Pradesh		1,30,361	84,519	45,842	35,284	12,191
22. West Bengal		1,10,104	60,103	50,001	7,225	1,876
23. Arunachal Pradesh		5,646	5,329	317	..	5,479
24. A. & N. Islands		3,584	2,317	1,267	172	452
25. Chandigarh		3,307	1,708	1,599	545	617

TABLE II E *Cont.d.*

1	2	3	4	5	6	7
26. Delhi		32,862	9,549	23,313	7,476	328
27. Dadra & Nagar Haveli		3,163	1,228	1,935	15	3,148
28. Goa, Daman & Diu		2,962	1,441	1,521	60	..
29. Lakshadweep		315	315	..	..	315
30. Mizoram		8,241	3,691	4,550	..	8,241
31. Pondicherry		7,436	3,511	3,925	2,729	..
	TOTAL	32,33,088	20,80,136	11,52,952	6,12,737	4,87,081
	Percentage to total enrolment	100·0	64·3	35·7	19·0	15·0

Source : Ministry of Education and Culture.

N.B. : Does not include enrolment in 2,070 Centres sanctioned to 45 voluntary agencies (1910) and 4 Nehru Yuvak Kendras (160). This may be roughly estimated at 62,000 (at 30 per centre). The total enrolment may thus be placed roughly at 3·3 millions.

TABLE II-F
Expenditure incurred on the NAEP by Central and State
Governments (1978-79)

(in 000's)

States/Union Territories	Expenditure incurred by			Total	
	Central Govt. (Plan)	State Govts. (Plan) †	Non-Plan	Plan	Non-Plan
1	2	3	4	5	6
1. Andhra Pradesh	710	787	..	1,497	..
2. Assam	584	1,332	..	1,916	..
3. Bihar	5,364	6,473	..	11,837	..
4. Gujarat	4,918	4,688	..	9,606	..
5. Himachal Pradesh	389	199	..	588	..
6. Haryana	1,974	1,315	382	3,289	382
7. Jammu & Kashmir	110	1,500	..	1,610	..
8. Karnataka	1,338	1,284	2,892	2,622	2,892
9. Kerala	753	1,619	..	2,372	..

TABLE II F *Contd.*

1	2	3	4	5	6
10. Madhya Pradesh	3,919	2,160	..	6,079	..
11. Maharashtra	3,034	516	..	3,550	..
12. Manipur	548	300	..	848	..
13. Meghalaya	74	1,500	98	1,574	98
14. Nagaland	388	580	26	968	26
15. Orissa	1,564	1,284	..	2,848	..
16. Punjab	221	368	1,486	589	1,486
17. Rajasthan	3,158	1,301	..	4,459	..
18. Sikkim	260	131	..	391	..
19. Tamil Nadu	1,987	1,472	..	3,459	..
20. Tripura	807	852	6,614	1,659	6,614
21. Uttar Pradesh	3,033	6,221	..	9,254	..
22. West Bengal	940	2,986	1,326	3,926	1,326
23. A & N. Islands	51	44	..	95	..
24. Arunachal Pradesh	271	45	42	316	42

1	2	3	4	5	6
25. Chandigarh	6	47	..	53	..
26. Dadra & Nagar Haveli	30	12	..	42	..
27. Delhi	1,050	369	..	1,419	..
28. Goa, Daman & Diu	..	359	48	359	48
29. Lakshadweep	..	88	27	88	27
30. Mizoram	31	343	..	374	..
31. Pondicherry	210	141	..	351	..
Total	37,722	40,316	12,941	78,038	12,941

Total (Plan+Non-Plan) · Rs. 90,979

Direct Expenditure by Central Government

	Plan	Non-Plan	Total
Directorate of Adult Education	851	1,321	2,172
S.R. Cs.	832	525	1,357
Shramik Vidyapeeths	952	..	952
Evaluation Agencies	80	..	80
N. Y. Ks	5,104	..	5,104
Total	7,819	1,846	9,665

GRAND TOTAL · Rs. 100,644

Source : Ministry of Education & Culture.

TABLE II-G
Amount sanctioned under NAEP by Central Government and
budget provision made by State UTs during 1979-80

(in 000's)

Sl. No.	States/Union Territories	Expenditure incurred by				Total (Plan)	(Non-Plan)
		Central (Plan)	Govt. (Non-Plan)	State (Plan)	Govt. (Non-Plan)		
1	2	3	4	5	6	7	8
1	Andhra Pradesh	1,801	800	3,000	1,676	4,801	2,476
2	Assam	2,010	900	7,000	1,564	9,010	2,464
3	Bihar	11,098	800	8,000	1,386	19,098	2,186
4	Gujarat	6,493	1,400	9,300	9,717	15,793	11,117
5	Haryana	3,152	600	4,400	2,453	7,552	3,053
6	Himachal Pradesh	909	300	520	525	1,429	825
7	Jammu and Kashmir	400	300	2,500	2,074	2,900	2,374
8	Karnataka	8,119	450	3,927	3,863	12,046	4,313
9	Kerala	2,380	400	2,500	114	4,880	514

1	2	3	4	5	6	7	8
10. Madhya Pradesh	8,440	800	10,000	4,862	18,440	5,662
11. Maharashtra	10,823	400	8,544	1,425	19,367	1,825
12. Manipur	1,020	100	600	398	1,620	498
13. Meghalaya	627	200	300	1,199	927	1,399
14. Nagaland	799	200	700	451	1,499	651
15. Orissa	6,822	400	8,175	658	14,997	1,058
16. Punjab	148	900	1,997	5,581	2,145	6,481
17. Rajasthan	6,556	700	7,000	316	13,556	1,016
18. Sikkim	326	200	200	348	526	548
19. Tamil Nadu	5,482	1,200	2,000	172	7,482	1,372
20. Tripura	1,415	150	1,500	7,741	2,915	7,891
21. Uttar Pradesh	19,252	1,300	15	12,700	19,267	14,000
22. West Bengal	3,477	400	10,000	647	13,477	1,047
23. A & N Islands	142	..	200	..	342	..
24. Arunachal Pradesh	250	..	500	..	750	..

TABLE II-G—Contd.

1	2	3	4	5	6	7	8
25.	Chandigarh	56	..	380	2	336	2
26.	Dadra & Nagar Haveli . . . . .	..	..	50	..	50	..
27.	Delhi	1,308	..	2,500	3,030	3,808	3,030
28.	Goa, Daman & Diu . . . . .	..	..	785	375	785	375
29.	Lakshadweep	18	..	774	128	792	128
30.	Mizoram	524	..	201	341	725	341
31.	Pondicherry	223	..	300	109	523	109
		1,04,070	12,900	97,768	63,855	2,01,838	76,755
Total (Plan+Non-Plan)		Rs. 2,78,513					
		Plan	Non-Plan	Total			
1.	Directorate of Adult Education	1,088	1,633	2,721			
2.	S. R. Cs.	1,763	525	2,288			
3.	Shriamik Vidyapeeths	710	911	1,621			
4.	Evaluation Agencies	375	..	375			
5.	N. Y. K's.	5,736	..	5,736			
Total		9,672	3,069	12,741			
GRAND TOTAL		Rs. 2,91,334					

Source : Ministry of Education and Culture.

N.B. The amounts show actual expenditure and release of grants by the Central Government and budget allocations by the State Govts./U. T. Administration.



TABLE II(H)

Statement showing the expenditure statewise on Adult Education Programmes under the "Scheme of Assistance to Voluntary Agencies Working in the field of Adult Education" during 1977-78, 1978-79 & 1979-80

S.No. States/Union Territories	Amount (Rs. in thousands)		
	1977-78	1978-79	1979-80
1. Andhra Pradesh	65	180	197
2. Assam	3	30	273
3. Bihar	74	1,675	2,099
4. Gujarat	1,942	3,831	5,799
5. Haryana	—	100	75
6. Karnataka	44	324	910
7. Kerala	5	276	342
8. Madhya Pradesh	106	642	922
9. Maharashtra	90	1,628	4,185
10. Manipur	64	344	243
11. Orissa	159	443	745
12. Punjab	—	50	48
13. Rajasthan	829	2,169	2,329
14. Tamil Nadu	139	1,402	1,616
15. Uttar Pradesh	336	1,348	2,183
16. West Bengal	219	188	774
17. Delhi	564	1,013	904
18. Mizoram	—	7	—
19. Pondicherry	—	25	—
TOTAL :	4,639	15,675	23,644

Source : Ministry of Education and Culture: Data collected in reply to unstarred Rajya Sabha Question No. 569 dated 19-3-1980