

REPORT ON SOCIAL EDUCATION



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GOVERNMENT OF INDIA
COMMITTEE ON PLAN PROJECTS
(by Team for Selected Educational Schemes)
NEW DELHI
August, 1963

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**Not printed*

CHAPTER I

INTRODUCTION

1.1. The Study Team for Selected Educational Schemes was constituted in May 1961, with the following composition :

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|---|------------------|
| 1. Shri B. N. Jha,
Ex-Vice Chancellor,
University of Gorakhpur,
(now Vice-Chancellor,
University of Jodhpur). | Leader |
| 2. Shri K. L. Joshi,
Chief, Education Division,
Planning Commission. | Member |
| *3. Prof. T. K. N. Menon,
Director,
Extension Programmes for
Secondary Education and
Principal, Central Institute of
Education, Delhi. | Member |
| 4. Shri I. N. Menon,
Retd. Director of Public
Instruction,
Travancore-Cochin. | Member |
| 5. Shri Jagdish Singh,
Committee on Plan Projects. | Member-Secretary |

Three subjects were allotted to the Team for detailed study, *viz.*, (a) Teacher Training programmes at all levels ; (b) Social Education ; and (c) Rural Institutes. Before the Terms of Reference were formulated, pilot studies were undertaken in a few selected States and Union Territories (Mysore, Punjab, Maharashtra, Madras, Kerala, U.P., West Bengal and Rajasthan, Delhi and Himachal Pradesh) during the period June to September, 1961. Thereafter discussions were held at various meetings of the Team during the month of September, 1961. The draft Terms of Reference were then formulated and approved by the Committee on Plan Projects, Member (Education) Planning Commission and the Ministry of Education in October, 1961 (Appendix I). The objectives of study were also drawn up and the problems listed (Appendices II & III).

*Now on a UNESCO assignment in Bangkok.

1.2. In order to assist the Team in its work, three separate Panels, comprising experts in each field, were set up. The composition of the Panel for Social Education was as follows :—

- | | |
|---|----------|
| (i) Shri B. N. Jha,
Leader, Education Team | Chairman |
| (ii) Shri I. N. Menon,
Member, Education Team | Member |
| (iii) Shri K. Bag Singh,
Coal Mines Welfare Commissioner,
Dhanbad. | Member |
| (iv) Shri A. R. Deshpande,
Adviser (Social Education),
Ministry of Education,
New Delhi. | Member |
| (v) Shri M. C. Nanavatty,
Director (Social Education),
Ministry of Community Development,
Panchayati Raj and Co-operation,
New Delhi. | Member |
| (vi) Km. J. Jamunabai,
Hony. Adviser for After-care
Programmes,
Central Social Welfare Board,
New Delhi. | Member |
| (vii) Shri S. N. Chaturvedi,
Officer on Special Duty (Hindi),
Government of Uttar Pradesh,
Lucknow. | Member |
| (viii) Shri S. C. Dutta,
General Secretary,
Indian Adult Education Association,
New Delhi. | Member |
| (ix) Dr. T. A. Koshy,
Executive Director,
Literacy House, Lucknow.
(Now Director., N.F.E.C., New Delhi.) | Member |

- | | |
|--|------------------|
| *(x) Shri N. Bhadriah,
President,
Mysore State Adult Education
Council, Mysore. | Member |
| **(xi) Shri Sohan Singh,
Director,
National Fundamental Education
Centre, New Delhi.
(Now Programme Adviser,
Asia Foundation, New Delhi.) | Member |
| (xii) Shri D. P. Nayar,
Director (Education),
Planning Commission,
New Delhi. | Member |
| (xiii) Shri Jagdish Singh,
Member-Secretary,
Education Team,
Committee on Plan Projects,
Planning Commission,
New Delhi. | Member-Secretary |

1.3. At the first meeting of the Panel held on November 27, 1961, a detailed programme of field studies was chalked out. Separate sub-committees were constituted to cover different regions and subjects. Besides, proformae relating to various activities comprising the comprehensive programme of social education were drawn up for circulation to the State Governments and other concerned agencies.

Field Studies

1.4. During visits to various States, the Team tried to cover various types of institutions in the three sectors of study entrusted to it. Besides holding discussions with the Ministers, officers at various levels and representatives of voluntary organisations, the Team covered 19 libraries and 17 social education centres in the States of Punjab, Kerala, Maharashtra, West Bengal, Madras, U.P., Bihar, Andhra Pradesh and Assam and in the Union Territories of Delhi, Himachal Pradesh and Tripura. A special study was also made of the social education work being done in the coal mines area by the Coal Mines Welfare Organisation of the Ministry of Labour. 22 such centres

*Having proceeded abroad on a UNESCO assignment, Shri Bhadriah could not participate in the panel's work from June 1962 onwards.

**S. Sohan Singh was, in the initial stages, co-opted on Sub-committee of the panel and was subsequently nominated in the panel.

located in the States of Bihar and West Bengal were visited. Members of the Panel for Social Education were able to cover 7 States *viz.*, Bihar, Mysore, Madras, U. P., Andhra Pradesh, Madhya Pradesh and West Bengal. 48 Adult Literacy/Community Centres, 16 Youth Clubs, 24 Mahila Mandals, 36 Libraries, 3 Janata Colleges, 5 Social Education Organisers Training Centres and 11 other institutions (including women's condensed courses, adult schools, training centres for adult teachers, etc.) were covered by them. Besides, the officers and research staff of the Team assisted in field studies in 9 States, *viz.*, U.P., Madras, Mysore, Bihar, West Bengal, Punjab, Maharashtra, Rajasthan, Madhya Pradesh and the Union Territory of Himachal Pradesh. They were able to study 9 libraries and 59 social education centres of various types including Mahila Mandals and Youth Clubs. Further field studies had to be discontinued in view of the emergency.

Collection of Data

1.5. Completed proformae, in respect of the various items covered under the comprehensive programme of social education (Appendices V to IX)* have been received as indicated below:

Sl. No.	Centre	No.
1.	Adult Literacy Centres	377
2.	Mahila Mandals	333
3.	Youth Clubs	211
4.	S.E.O. Training Centres	77
5.	Women's Condensed Courses	199
6.	Libraries—	
	(a) State/Central	77
	(b) Divisional/Regional	66
	(c) District	225
	(d) Others	889
		2444

1.6. A comprehensive questionnaire, (Appendix IV)* in respect of the social education programmes being conducted by each State was sent to all the State Governments and Union Territories. Completed proformae have been received from 6 States (U. P., Maharashtra, Kerala, Madhya Pradesh, Assam and Gujarat) and 2 Union Territories (Delhi and Tripura).

1.7. The data thus collected was tabulated and analysed. This useful material has guided the deliberations of the Team and the Panel and helped them in arriving at the conclusions embodied in the Report. Some of this material has been included in the appendices.

*Not printed.

1.8. In addition, relevant data, bearing on the schemes of social education undertaken by them, was collected from the Ministries of Education ; Community Development, Panchayati Raj and Co-operation; Labour & Employment; the Central Social Welfare Board and the Education Division of the Planning Commission.

1.9. In spite of the interruption in our programme of field studies and delay in receiving the completed proformae from State Governments and other agencies, fairly voluminous material has been collected on various aspects of the comprehensive programme of social education. The tabulation, compilation and analysis of this material was quite a stupendous task. The material collected from various sources is very valuable. For fear of adding to the volume of the Report it is not possible to include as much as we would have wished. We have accordingly utilised relevant material in the body of the report as supporting data. A few selected studies, based on the material thus collected have, however, been included as appendices to the main Report. Similarly, extensive use has been made of the exhaustive reports submitted by the Members of the Panel relating to the field studies conducted by them in different States. We would have very much liked to give summaries of their reports but with a view to making the Report less voluminous, we have had to deny ourselves, as well as the readers, the privilege of doing so.

1.10. We appreciate the cooperation given by the Central Ministries, State Governments and other official and non-official organisations. Particular mention may be made of the valuable assistance rendered by the liaison officers and other officers of the State Governments during our visits to various States.

1.11. We are grateful for the whole-hearted cooperation extended by the Members of the Panel for Social Education, both in the arduous task of field studies (at times at great personal inconvenience to them) as also for actively participating in the deliberations of the Panel.

1.12. We would be failing in our duty if we do not record our grateful appreciation for the inspiration and guidance given to the Team, in its early stages, by Dr. A. N. Khosla, Governor of Orissa, until recently Member (Education) Planning Commission and by Shri Indarjit Singh, the then Secretary, Committee on Plan Projects. Their successors Prof. M. S. Thacker, Member (Education) and Shri R. N. Vasudeva, Secretary, Committee on Plan Projects, have taken as keen an interest in our work. The guidance and support given by Shri R. S. Chadda, Deputy Secretary, Committee on Plan Projects, has been of tremendous value to us during the various stages of our work.

1.13. Last but not least, we would like to place on record the hard work put in by the officers and staff of the Education Team, both in the field as also at the Headquarters. But for this team work, the assignment would not have been completed according to the schedule drawn by us.

CHAPTER II

THE PRESENT POSITION

I—Historical Background

2.1. Adult education was accepted as a definite responsibility of the Government during the period 1937-42. It began to be viewed as education for life and not merely the learning of the alphabet. With this change of concept the media of adult education also acquired a variety. Certain voluntary organisations like the Indian Adult Education Association sprung up. Public men of eminence took keen interest in the adult education movement and espoused the cause of adult education of the masses, particularly the rural masses. The period 1937-42 can, however, be regarded only as a beginning of the adult education movement in India. Though no spectacular results were achieved, it left a mark of respectability on the movement.

2.2. The post-Independence era in adult education is characterised by a gradual emergence of the concept of social education. The Central Advisory Board of Education at its 14th meeting in January 1948 expressed the view that the organisation of adult education in India had become "imperative". A sub-committee, under the Chairmanship of Shri Mohanlal Saxena, was set up which recommended, *inter alia*, that greater emphasis should be laid on general education to enable every Indian to participate effectively in the new social order. It recommended that Provincial Governments should provide funds for adult education. It laid down targets for the removal of 50% illiteracy in the next five years. At the 15th meeting of the Central Advisory Board held at Allahabad a new impetus to the movement was given by Maulana Azad, the then Education Minister, who called it "social education" instead of adult education. The lead given by the C.A.B.E. was taken up by the Central Ministry of Education which followed it up by holding discussions with the State Governments. Conferences and seminars were organised at various places. Grants were given to the State Governments as also to certain voluntary organisations.

2.3. These were years of experimental probings to give shape and substance to the new concept of social education, which implied a general education of adults in a developing society to enable them, as members of their communities, to work for achieving their social-economic-educational development. Bihar tried to implement a broad concept through the agency of educational institutions. West Bengal, and later Bihar, also emphasised recreational and cultural activities. Mysore, through its State Adult Education Council, kept close to the original concept where literacy was the core of adult education but encouraged folk arts as instruments of popular renaissance. Delhi, by its famous "Educational Caravans", relied on the lure of audio-visual aids to attract people to social education. Bombay also kept close to

literacy and libraries. Madras instituted a fairly sound system of libraries. More significant for the future development of social education was, however, the pattern evolved in Madhya Pradesh and the Etawah project of U.P., Madhya Pradesh, through its exciting programme of social education, attempted an all-round development of rural masses, without forgetting literacy. The Etawah project concentrated on those elements which were directly relevant to economic development.

II—The First Plan

2.4. Social education found a place in the First Five Year Plan with a provision of Rs. 5 crores for literacy centres, community centres, libraries and Janata Colleges. It was also made an integral part of the community development programme, defined as “community uplift through community action”. Social education included literacy drives, establishment of libraries, cultural and recreational programmes, organisation of exhibitions, youth activities, radio groups, community centres and women’s welfare. Two social education organisers (one man and one woman) were posted in each development block to take charge of this work. Besides, the State Governments took up certain other schemes with the assistance of the Government of India, e.g., development of school-cum-community centres, intensive educational development (which included 5 model community centres, a library service and a Janata College) and the establishment of State, Central and District libraries.

2.5. During the First Plan 55 lakhs of adults were enrolled in adult literacy classes run by the State Education Departments and 12 lakhs in classes run by the Development Departments in various Blocks in the country. Out of these 35 lakhs are estimated to have attained literacy.

2.6. 63,000 Community Centres, 454 school-cum-community centres and 55,000 youth clubs were established during the period under report. In addition, 100 District libraries were set up or recognised. There were nearly 32,000 other libraries in the country, a majority in rural areas. Besides, five Social Education Organisers’ Training Centres were established for training S.E.Os.

III—The Second Plan

2.7. In the Second Five Year Plan, again a provision of Rs. 5 crores was made for social education schemes. An amount of Rs. 10 crores was also provided for this item under the programme of Community Development. In addition to five Social Education Organisers’ Training Centres set up during the First Plan, 8 more such Centres were started. The Ministry of Education organised the National Fundamental Education Centre in New Delhi to train District level officers for social education. The Library Institute also came up at Delhi University in 1958 with one of its functions as the training of librarians for public libraries in the country.

2.8. In the context of the enlarged concept of social education, the Ministry of Information and Broadcasting made its contribution in the form of production of documentaries and the use of radio as a medium of education of masses. Rural broadcasts were improved in their educational quality and more and more community listening sets were provided. Many States began to build their film libraries and the Ministry of Education built up the Central Film Library. Several Ministries and Organisations prepared posters for educating the masses on subjects within their purview. The use of film-strips also became more and more popular.

2.9. Production of suitable literature for the neoliterate adults was not overlooked. The Mysore State Adult Education Council, the Bombay City Social Education Committee, the Jamia Millia, Delhi, the Bihar & Madhya Pradesh Governments and the Union Territory of Delhi brought out such literature. The Ministry of Education also developed its programme of production of such literature. It sponsored, a little later, literacy workshops for training writers for writing for neo-literates and instituted prize schemes for literature for neo-literates which was of great importance in this respect.

2.10. With the growth of literature there was also a growth of libraries. Through its schemes in the First and Second Plans, the Ministry of Education encouraged the growth of libraries, especially the State and District libraries, and the integrated library service in different States. A brief review of progress of various Central and State schemes is given below :

(a) *Central Schemes*

2.11. Seven under-mentioned schemes were taken up by the Ministry of Education for implementation during the Second Plan, original allocation for which was Rs. 66.86 lakhs but was later revised to Rs. 62.50 lakhs. Expenditure incurred on these schemes is indicated against each :

(Rs. in lakhs)			
Sl. No.	Item	Provision	Expenditure
1.	National Fundamental Education Centre	7.60	7.01
2.	Production of literature for neo-literates	16.00	11.79
3.	Assistance to voluntary organisations	26.00	25.12
4.	Institute of Library Science	3.00	1.28
5.	Institute for Worker's Education	1.86	0.34
6.	National Book Trust	8.00	4.12
7.	Production of literature for Social Education Workers.	0.10	0.10
	TOTAL	62.50	49.76

2.12. Thus there has been a shortfall of about 20% in the expenditure actually incurred on the above schemes. A few of the main schemes are examined below :

(i) *National Fundamental Education Centre*

2.13. This Centre was set up in 1956 to serve as a national Centre in the field of social education. It was established to carry out research and evaluation, to train key personnel, to conduct experiments in the production of better type of equipment and material and to act as a clearing house of ideas and information pertaining to social education. It started working actually in March 1958 and the first batch of Distt. Social Education Organisers started its training in April 1958. 93 trainees from 14 States and 4 Union Territories (including 12 women trainees) had been trained in 6 batches during the Second Plan. The Centre has made a good beginning in conducting research on certain problems connected with social education. It has also produced some useful prototype material.

2.14. Lack of adequate collaboration at various levels between the concerned ministries has, however, handicapped its progress considerably. A closer coordination between the S.E.O.T.Cs. of the Ministry of Community Development and the National Fundamental Education Centre would have been of mutual benefit. The control of such institutions by a single agency not only increases their utility but produces better results.

(ii) *Production of Literature for Neo-literates*

2.15. Under this scheme the Ministry of Education awarded prizes to authors of best books for neo-literates in different languages and organised Sahitya Rachnalayas in different parts of the country for training authors in the technique of writing for neo-literates. The Ministry also sponsored the publication of various books like Gyan Sarovar (2 Volumes), Viswa Bharati (10 Volumes) History of India, Story of Life, etc., with the collaboration of certain agencies and individuals. Besides, some social education literature in Hindi for supply to State Governments was also purchased on a 50-50 basis.

2.16. In spite of all these and similar other efforts it has to be said that in most of the adult literacy centres visited by us, the provision of follow-up literature was very unsatisfactory. The prize-winning books and other literature seldom reach these levels, nor did we find any enthusiasm on the part of State Governments to evolve satisfactory methods for a regular supply of such literature. Quite in contrast to this, we saw the working of a few non-official agencies which had a fairly satisfactory system of production and regular supply of such literature at the field level.

(iii) *Assistance to Voluntary Organisations*

2.17. Under this scheme private agencies were given financial assistance on a matching basis, *viz.*, 50% of the non-recurring and recurring expenditure, the balance to be borne by State Governments or by the organisations concerned. An amount of Rs. 26 lakhs was provided in the Second Plan for this scheme, out of which Rs. 25.12 lakhs were disbursed in assisting 50 voluntary organisations. A State-wise distribution (Appendix X) reveals that these organisations were distributed in 10 States and 2 Union Territories. West Bengal was able to secure the highest amount of Rs. 6.57 lakhs (25.6%), followed by Rajasthan Rs. 3.08 lakhs (12.06%), Mysore 2.78 lakh (10.8%). In addition, two all-India institutions—the Indian Adult Education Association and the All-India Women's Conference—were sanctioned a total amount of Rs. 5.58 lakhs, *i.e.*, 21.7% of the total grant. About 50% of the grant was sanctioned for library schemes (Rs. 12.82 lakhs) followed by Rs. 4.29 lakhs for social education centres. No amount appears to have been sanctioned specifically for production of literature for neo-literates under this scheme.

(iv) *Other Schemes*

2.18. So far as the other schemes, *viz.*, Institute for Training of Librarians and the Institute for Workers' Education are concerned, it is too early to make an assessment of their impact on the comprehensive programme of social education. The Institute of Library Science was established in Delhi University in March 1959 and the Institute for Workers' Education at Indore in November 1960. With regard to the National Book Trust, we might remark that the original objective of setting up the Trust appears to have been lost sight of. Nothing seems to have been done to promote the reading habits of people. The Trust has entered the market as one of the publishing concerns and suffers from the usual administrative delays inherent in any Government Department.

(b) *State Schemes*

2.19. The main items included in the State schemes of Education Departments were :

- (a) Social Education
- (b) Production of Literature
- (c) Libraries
- (d) Audio-Visual Aids.

2.20. On a scrutiny of the progress of various schemes during the Second Plan period, it appears that about half the States utilised less than 50% of the provision made for social education (Appendix XI).

It is significant that the shortfall is high in the case of States with low percentage of literacy, as will be evident from the table given below :

(Rs. in lakhs)

Sl. No.	State	Literacy Percentage 1961	Provision	Expenditure	Percentage Shortfall
1.	Andhra Pradesh	20.8	21.30	15.22	28.6
2.	Assam	25.8	4.75	4.49	0.54
3.	Bihar	18.2	54.56	14.75	73.0
4.	Gujarat	30.3	12.74	9.29	27.1
5.	Jammu & Kashmir	10.7	5.80	1.98	65.8
6.	Kerala	46.2	25.20	11.89	52.8
7.	Madhya Pradesh	16.9	48.62	12.76	73.8
8.	Madras	30.2	2.37	23.36	*
9.	Maharashtra	29.7	25.50	10.51	58.8
10.	Mysore	25.3	..	4.51	*
11.	Orissa	21.5	17.37	12.02	30.8
12.	Punjab	23.6	25.50	10.64	58.3
13.	Rajasthan	14.7	37.80	8.00	78.8
14.	Uttar Pradesh	17.5	13.98	11.99	14.2
15.	West Bengal	29.1	55.65	99.40	*
<i>Union Territories</i>					
1.	Andaman & Nicobar Islands . . . . .	..	1.00	0.46	54.0
2.	Delhi	51.00	10.06	3.97	60.5
3.	Himachal Pradesh*	14.6	9.67	6.92	28.4
4.	Manipur . . . . .	..	2.58	1.51	41.50
5.	Tripura . . . . .	..	3.03	3.19	*
6.	Pondicherry . . . . .	..	0.50	0.15	70.0
7.	L. M. & A. Islands . . . . .	..	1.00	0.43	57.0
TOTAL (ALL INDIA)		21.5	378.98	267.44	29.43

*Expenditure exceeds provision.

2.21. As will be observed, Rajasthan, Madhya Pradesh and Bihar with literacy percentages of 14.7, 16.9 and 18.2 had shortfalls in expenditure to the extent of 78.8%, 73.8% and 73% respectively.

2.22. So far as the sub-schemes are concerned, Gujarat has shown a shortfall of 79.6% for adult literacy/social education centres followed by Bihar, Madhya Pradesh, Punjab and Maharashtra with 77.6%, 77.4%, 77.3% and 65% respectively. U. P. and Rajasthan have recorded a shortfall of 37.1% and 34% on this item. Similarly, in the case of libraries, the greatest shortfall is in the case of Rajasthan (98%), followed by Madhya Pradesh (81.8%), Jammu & Kashmir (81%). The production of literature presents a gloomy picture on the whole. No allocation was made in the States of Bihar, J. & K., Kerala, Maharashtra, Mysore, Punjab and Himachal Pradesh for this item. The highest percentage of shortfall was in the State of Madras (92.7%), followed by West Bengal (80%), Delhi (71.4%) and Madhya Pradesh (70%). In the case of Rajasthan, a provision of Rs. 3 lakhs was made but no expenditure was incurred on this item during the entire Plan period.

Reasons for shortfall

2.23. It is evident that, in general, there is a shortfall in expenditure on various schemes of social education, individually as well as collectively. It appears the main reasons for shortfalls were defective planning and defective financial administration. A large number of State Governments complain of paucity of funds even though amounts had been earmarked for certain items. Another reason brought to our notice was that even when the funds are available on paper, the State Finance Department does not approve of the expenditure on certain items. The "spending departments" are not sufficiently free to work out and implement the schemes even when they had been approved in principle by the sanctioning authorities. The comments of the State Governments may be relevant in this context. Kerala Government states that "the shortfall in audio-visual education is due to delay in receipt of the library van" which resulted in delayed implementation of the programme. Madhya Pradesh authorities have stated that "due to paucity of funds the amount provided in the Second Plan period could not be made available in full, every year there was a cut in the Plan provision..... the low expenditure in the Second Plan was due to the fact that the full target of the classes provided in the Second Plan period could not be completed due to various administrative reasons". In the case of library schemes they have stated that "scheme of circulating libraries was sanctioned by the Government for Mahakoshal and Madhya Bharat regions, the Plan ceiling was Rs. 12.81 lakhs and Rs. 4.50 lakhs separately. But due to paucity of funds the State Government sanctioned Rs. 2.18 lakhs for Mahakoshal and Rs. 1.28 lakhs for Madhya Bharat region during the Plan. In all Rs. 3.14 lakhs were spent for both the regions". They have further added that "attempts were made to supply books to the libraries, but all books ordered were not supplied by the suppliers and consequently an amount of Rs. 0.26 lakhs lapsed during the Second Plan period". The State of Madhya Pradesh have stated with regard to audio-visual

education scheme "that the scheme could not get speed sufficiently during the period as it had to face difficulty on account of paucity of funds, scarcity of staff". In the case of Rajasthan, which showed maximum shortfall of expenditure, it is stated that "originally it was contemplated to have one Distt. Social Education Officer in each district, but on account of financial stringency only 13 District Social Education Officers were appointed by placing two districts under the charge of one officer". In the case of Madras, shortfall appears to be on account of change in general policy since "total outlay for other education schemes during the Second Plan was Rs. 39.20 lakhs and expenditure was Rs. 31.10 lakhs. This is due to the ban on reopening of new adult literacy centres".

(c) *Social Education Work by other Agencies*

2.24. Besides the Ministry of Education and the State Education Departments, social education (including adult literacy) work is undertaken by the State Development/Planning Departments in accordance with the schemes drawn up by the Ministry of Community Development, Panchayati Raj and Cooperation. Separate programmes are organised by the Ministry of Defence for the Indian Army. Similarly the Central Social Welfare Board and the Coal Mines Welfare Organisation of the Ministry of Labour and Employment have their own programmes. Voluntary organisations of various types, with or without assistance from Government Departments, have also made their contribution in this field. A brief review is given below :

(i) *Community Development Departments*

2.25. According to the scheme of the Ministry of Community Development, every community development block has a provision of Rs. 70,000 for Stage I blocks and Rs. 50,000 for Stage II blocks. This provision is earmarked for various items of the programme, including social education. Programme of social education in the blocks includes formation of community centres, youth clubs, mahila mandals, adult literacy centres, farmers' groups, recreation centres and training of gram sahayaks. The programme also includes the training of leadership through participation in various educational activities.

2.26. Each block, on an average, covers a population of 66,000. During the year 1960-61, there were 3,137 blocks covering a population of 2,03,156. According to the figures available, an expenditure of Rs. 200 lakhs was incurred on social education work by the Ministry of Community Development during the first Five-Year Plan. The total number of centres started during this period was 41,000 and the number of adults made literate was 10 lakhs. During the entire Second Plan a total expenditure of Rs. 985 lakhs was incurred and 1,62,600 literacy centres were started. A total number of 40,54,530 adults are reported to have been made literate. The position regarding other schemes of social education indicates that during the last year of the Second Five Year Plan (1960-61) there were 43,294 adult literacy centres and 7,40,110 adults were made literate ; 15,326 reading rooms were running ;

41,211 youth clubs had 8,95,700 members; 18,487 mahila mandals had 2,63,800 members; 8,93,092 Gram Sahayak camps were held and 5,75,800 persons were trained.

2.27. While the above figures give an indication of efforts made by the State Development Departments in enrolling members for different activities, it is doubtful if they have been effective in the furtherance of the cause of social education, particularly of adult literacy. Besides, it was brought to our notice that in certain cases the funds earmarked for social education had not been utilised for that purpose.

(ii) *The Central Social Welfare Board*

2.28. The Central Social Welfare Board generally assists in the development and improvement of social welfare activities of various types with the help of the State Social Welfare Advisory Boards set up by State Governments in consultation with the CSWB. Financial assistance is given to voluntary welfare organisations undertaking such activities. Besides, it conducts programmes for the welfare of women and children, including the running of Welfare Extension Projects. The activities of these projects include Balwadis, Mahila Mandals and Health Services. Literacy classes and cultural and recreational programmes form an important part of the programme of Mahila Mandals. According to the standard annual budget for a Mahila Mandal, Rs. 180 are allotted for material for social education, adult literacy books, etc., at Rs. 15 per mensem. The worker, who is paid a monthly salary of Rs. 50 conducts literacy classes besides other activities. According to the available reports, there were 1,633 classes conducted from April, 1953 to 28th February, 1962 and the number of beneficiaries was 75,606. In the C.D. pattern projects 1,900 classes were conducted and the number of beneficiaries was 1,36,839 during the period from April, 1957 to 31st December 1961.

2.29. In 1958, the CSWB took up the programme of women's condensed courses for "giving assistance to the needy women and preparing them for training for specific jobs through special courses of study". Under this scheme women between the ages 20—36 years who have had some schooling at any stage in life are prepared for recognised examination of middle school or high school standard within a short period of 2 years. The courses are run by voluntary organisations and a grant of Rs. 25,000—Rs. 30,000 per course is provided by the CSWB. Each batch consist of 25 students. Free hostel facilities are provided and a pocket money of Rs. 10 per mensem is given. For non-residential trainees the stipend is Rs. 20 per month.

2.30. During the Second Plan 216 condensed courses were started in 14 States and 3 Union Territories. Since 1958, total expenditure incurred up to the end of the Second Plan was Rs. 26.08 lakhs.

2.31. The Team had an opportunity of visiting a few of their centres and made a special study of the Women's Condensed Course

scheme in 7 States (Madras, Mysore, West Bengal, Maharashtra, Rajasthan, Bihar and Madhya Pradesh) and in the Union Territory of Delhi. A detailed note relating to the Condensed Course is at Appendix XII.

2.32. With regard to the adult literacy work being done by the Mahila Mandals, it was observed that the qualifications of the teachers engaged on the job varied considerably and did not appear to be well conversant with the methods of teaching adults. No uniform syllabus seems to have been prescribed for these classes and no regular examinations are conducted with the result that the progress in respect of adult literacy appeared to be rather unsatisfactory.

2.33. It would be desirable if a close collaboration is brought about between the State Social Welfare Advisory Board and the State Education Department, particularly in respect of the social education programmes being conducted for women, so that duplication of efforts is avoided resulting in economy in expenditure.

(iii) *Coal Mines Welfare Organisation (Ministry of Labour & Employment)*

2.34. The activities of the organisation include (a) maintaining of public health; (b) education and recreation activities; (c) water supply; (d) other amenities. These activities are centered round the various institutions run by the Coal Mines Welfare Organisation, Dhanbad. So far as social education programme is concerned, the following institutions are of special significance:

(i) *Multipurpose Institute*.—Such an Institute is a full-fledged centre having a children's and women's section and an adult education centre. Literacy classes are conducted for adults. The women's section of the centre imparts training in handicrafts to women. Besides, there are arrangements for games, radio, cultural and recreational programmes. A small library is attached to each centre. 36 such institutes had so far been established by the organisation. 61 adult education centres were functioning up to 1960-61 wherein 1,816 adults were made literate during 1960-61 making the total 9,258.

(ii) *Feeder Centre*.—This is only an adult education centre. 122 such centres exist at present. An adult education instructor is provided in each Centre on a part-time basis.

(iii) *Workers' Education Centre*.—In collaboration with the Central Board of Workers' Education, 30 such centres have been set up by the Organisation. In these centres instruction is imparted in general education, teaching of various aspects of workers' problems, wages, productivity, discipline, trade unionism, etc., through discussions and talks. The classes are run by trained people who receive training in a special course arranged by the Organisation.

2.35. The expenditure on educational and recreational programmes incurred by the organisation during the Second Plan was Rs 11.90 lakhs. For the Third Plan, it is estimated at Rs. 35.97 lakhs. The following

table will indicate the physical targets regarding education and recreational facilities in comparison to the present position :

Sl. No.	Item	Existing position	Targets for the Third Plan	Total at the end of Third Plan
1	Miners Institute	60	40	100
2	Feeder Adult Education Centres	122	163	285
3	Film Projectors	2	9	11
4	Mobile Cinema Units	4	8	12
5	Special Trains for Coal Mines for Extension-cum-study tours each year.	1*	2†	3
6	Scholarships	100	500	600

*1 train carrying 600 miners.

†2 train carrying 500 miners each.

2.36. During our visits to 22 centres situated in the States of Bihar and West Bengal we had an opportunity of witnessing a variety of activities. We found great enthusiasm amongst the management and the staff of various categories working in different centres. In spite of the general lethargy of the industrial workers, the staff appeared to be doing a commendable job. We felt, however, that the teachers entrusted with the task of adult literacy required a more thorough training since the progress in this field was not appreciable. Some of the adults who were reported to have been made literate could not read simple sentences. They had either lapsed into illiteracy or their initial practice in reading was imperfect. Besides, there was scarcity of suitable literature for adults. The aspect of motivating the miners to become literate requires more intensified efforts.

2.37. The Coal Mines Welfare Organisation have adequate resources in respect of finances. With an improved organisation and more thorough training of the personnel they should be able to produce much better results in the field of literacy than they have been able to do heretofore.

(iv) Indian Army

2.38. The Indian Army is the largest single organisation in the country for adult education. The education of the soldier begins from the day he joins the Army and continues till his retirement. Army education is thought of as a process of awakening and cultivating the moral, mental and intellectual qualities in a soldier.

2.39. Education in the Army is the responsibility of the Army Educational Corps which functions under the over-all control of the Military Training Directorate at Army Headquarters.

2.40. Education in the Army is imparted in five progressive stages. Examinations are held at the end of each stage and a certificate awarded. The medium of instruction is Hindi in Devnagri script for the first four certificates of education, and English for the last one. These certificates are recognised as equivalent to the civil standards by the Central/State Governments, various Boards and Universities in the country and are helpful to the soldier for re-employment in civil life after he is released from the Army.

2.41. Besides these certificates, instruction in English language is also imparted to the personnel belonging to technical services and others who wish to learn this language.

2.42. Syllabi for the various Army education examinations are prepared and issued by Army Headquarters. These include all the subjects taught in civil schools, including Science which is a compulsory subject for all Army education examinations. Text books for teaching Hindi language have been produced by the Army Educational Corps. Training College and Centre based on latest techniques of language teaching.

2.43. A vast network of unit libraries and reading rooms exists in the various Centres. Special provision of literature for field education is an important feature of educational activities in the Army. Equal emphasis is given to co-curricular activities including group discussions, debates, lectures, dramas, plays, training in hobbies and handicrafts, visits to places of historical and industrial interest.

2.44. The methods employed in educating the illiterate and semi-literate adult soldiers are a combination of formal class room instruction and a certain amount of informal education. A detailed note on Adult Education in the Indian Army is given in Appendix XIII.

(v) *Voluntary Organisations*

2.45. In addition to governmental organisations, there are various semi-voluntary and voluntary organisations working in the field of social education, e.g., The Mysore State Adult Education Council, The Bombay City Social Education Committee, The Indian Adult Education Association, Delhi, Literacy House, Lucknow etc. Besides, there is a large number of voluntary organisations in various States engaged in the work of social education in general and adult literacy in particular.

2.46. The Mysore State Adult Education Council was formed in 1941. The work of the Council has gradually expanded and includes adult literacy, libraries, reading rooms, research, publication of books and periodicals for neo-literates, establishment of Janata Colleges etc. The strength of the Council springs from two sources, its popular support and the confidence of the State Government that it enjoys. The State Government pays an annual grant of Rs. 5 lakhs for its activities.

2.47. The Bombay City Social Education Committee (formerly the Bombay Adult Education Committee) was set up in 1938. The Committee has been working particularly amongst industrial workers. It organises a number of activities like adult literacy classes, libraries, publication of books for neo-literates, audio-visual education, cultural programmes, handicraft classes, adult schools etc. The Govt. of Maharashtra gives a matching grant of 60% of the admitted expenditure of the Committee.

2.48. The Indian Adult Education Association, Delhi was founded in 1939 as an outcome of the Second National Conference on Adult Education held in Bihar in 1939, to co-ordinate the activities of different organisations. The Association acts as a clearing house for various agencies working in the field of social education. Besides, it publishes the journal "Adult Education" and books for neo-literates. It conducts experimental projects in the field of social education and women's education. The Association holds conferences and seminars also.

2.49. The Literacy House, Lucknow, was established in 1953. It is a voluntary organisation and is financed by different agencies, *i.e.*, Ford Foundation, the Central Social Welfare Board, CARE, Planning and Development Department, U. P., Junior Chamber International U.S.A., World Literacy (Canada) Inc. etc. The activities of the Literacy House comprise adult literacy, field studies, training of teachers for social education work, production of literature and audio-visual aids, organising adult schools and libraries. In addition, a number of other activities are carried out by them in close collaboration with the Ministry of Community Development, Panchayati Raj and Cooperation, the State Development Deptt., U. P., the Central Social Welfare Board and other agencies. The Literacy House specialises in the production of audio-visual aids and runs training courses for writers of literature for neo-literates.

2.50. Similarly, there are a number of other voluntary organisations in other States like Rama Krishna Mission and Bharat Sevak Samaj whose record of work is quite creditable.

IV—The Third Plan

2.51. The Third Plan includes a total provision of about Rs. 25 crores—about Rs. 92 lakhs at the Centre, Rs. 540 lakhs in the States and an estimated allotment of Rs. 19 crores for social education under the Community Development programmes. It is understood that proposals for augmenting the resources for adult literacy are under consideration.

2.52. As has been rightly pointed out in the Third Five Year Plan, "Social Education, thus, comprises literacy, health, recreation and home life of adults, training in citizenship and guidance in improving economic efficiency. In the last analysis, in the setting of democracy, the success of planned development, which encompasses the needs of millions of people, depends on the spread of social education and a progressive outlook and the growth of a sense of shared citizenship. Yet,

the educational aims of agriculture, community development, health and other welfare programmes are among the most difficult to realize. Over the past decade, in several directions, there has been a measure of progress, as in the development of community centres, reading rooms in villages, organisation of youth groups and mahila mandals and the revitalisation of village panchayats and the cooperative movement. One aspect of social education, and in some ways the most important, has, however, caused concern. Between 1951-61, literacy has increased only from about 17 to about 24 per cent. The introduction of Panchayati Raj at the district and block levels and the important role assigned to village panchayats render it imperative that in as short a period as possible, a substantial proportion of the adult population should become capable of reading and writing. This is essential in their own interest as in that of the community as a whole”.

2.53. For translating the above objective into action the “programmes of the Ministry of Education provide for the further development of the National Fundamental Education Centre as a part of the National Institute of Education, production of literature for neo-literates, assistance to voluntary organizations in the field of social education and expansion of library facilities. The educational plans of States provide for libraries and continuation classes and, to a limited extent, for adult schools and other schemes for promoting adult literacy. The main provisions for social education are made under the community development programme through the schematic budget. Altogether, in the Third Plan about Rs. 25 crores are expected at present to be available for social education”.

2.54. The *modus-operandi* suggested in the Third Plan is as follows: “Any large scale and effective programme for adult literacy must be based on the closest possible cooperation at every level of personnel engaged in education and in community development. It will call for a pooling of the available resources in men and money, mobilisation of voluntary workers and organizations and development of adult education and literacy work at the block and village levels, and in every city and town, so that it takes the character more and more of a popular movement. Social education and adult literacy have to be developed as extension activities undertaken by educational institutions, specially village schools, in collaboration with panchayats and cooperatives and voluntary organizations. The broad aim should be that wherever a group of persons sufficient to constitute a class desires to attain literacy, the requisite facilities by way of teachers and teaching material should be made readily available. Every educational institution should be involved in this effort, and individual teachers participating in it should be given suitable honoraria. At the same time, the village panchayat and other agencies should make their due contribution towards the effort. While social education organisers, block education officers and individual educational institutions should work closely together to place the facilities needed at the service of local communities, it will be primarily for Panchayat Samitis, village panchayats and voluntary organizations to create and maintain popular enthusiasm and

develop adult education and literacy on a continuing basis in a manner related organically to their own needs and conditions. At every step, the local leadership, the teachers and the voluntary workers should be drawn into the movement for the expansion of literacy, both among men and among the women”.

(a) *Coordination*

2.55. In the actual implementation of social education programme, there has been a lack of coordination and cooperation between the Ministry of Education and the Ministry of Community Development, Panchayati Raj and Cooperation. Accordingly, Coordination Committees, one at the Ministers' level and the other at the Officers' level, set up earlier, were revived in July, 1960. The two Committees have been meeting periodically, with a view to arriving at a common measure of agreement for the successful execution of the programme.

2.56. At the annual conference on Community Development held at Hyderabad in July, 1961, a serious consideration was given to the question of coordinating the work of various bodies to give a fillip to literacy work. The following recommendations of the conference may be mentioned:—

(i) At the Block level a common approach should be adopted towards social education, by the Community Development Organisation, the Education Department, and voluntary organisations and programmes relating to adult education and literacy should be drawn up jointly.

(ii) Every primary, middle or higher secondary school, working closely with the neighbouring community, should become the centre of adult education work. The Headmasters of these institutions should be brought fully into the programme of adult literacy undertaken by the Institutions. They should provide supervision over and enthuse the teachers in favour of this programme.

(iii) The Panchayat must accept the obligation to provide the group of adults willing to learn and to ensure that they complete the course leading upto the first stage of literacy, wherever a group of a minimum size, say 20 men or 10 women, is prepared to make the necessary effort to gain the first stage of literacy. The village Panchayat or village community should be prepared to make a certain minimum contribution in the form of kerosene oil etc. This expenditure may amount to Rs. 40—Rs. 50 per group over a period of four to five months.

(iv) Where the Panchayat or the community accept these obligations the local school should come forward to organise an adult literacy class assigning the task to one of its teachers.

(v) The teacher should be given an honorarium of Rs. 10—Rs. 15 per month by the Panchayat Samiti from the Block Budget in the first instance. Where the programme develops on a large scale, it will be necessary to supplement the Panchayat Samitis resources by provision in the Annual Plan of the Education Department. The payment of

honorarium will involve the Panchayat Samiti into an expenditure of Rs. 100 for every minimum group of 20 men or 10 women over a period of four to five months.

(vi) The role of voluntary workers and especially educated rural youth in the promotion of this programme needs to be fully emphasised. The Panchayat Samitis and Panchayats must accept the responsibility for their organisation and for their training.

(vii) (a) The State Governments may suggest to the Panchayat Samitis that a substantial proportion of funds provided for social education should be earmarked for the adult literacy programme. The Ministry's earlier recommendations for earmarking of funds for specific programmes should not be rigidly applied and that the Panchayat Samitis should be left free to work out and decide their own priorities. A substantial part of the funds allotted to women's programme should also be utilised for literacy among adult women.

(b) The Conference records with appreciation the assurance given by the Planning Commission that once the movement for adult literacy develops in rural areas out of the willing support of the rural communities, additional resources required for promoting the movement will be considered in the Annual Plan budgets of the Education Departments of the State Governments.

(viii) The Committee endorsed the suggestion that the Block Education Officer and Social Education Organiser should work together in promoting adult literacy. It will be their task that teachers in Primary Schools and other institutions in the Block are able to participate effectively in other literacy work with the support equally of Government, the Panchayat Samitis and Village Panchayats.

(ix) The essential functions of Social Education Organizer will be to help to organise adult literacy groups through village panchayats and other voluntary organisations

(x) Where the S.E.O. does not belong to any Department, he should be placed under the Education Department.

(xi) The production of literature for neo-literates, besides provision for reading rooms and libraries as supporting services, should be the responsibility of the State Governments.

(b) Implementation of Hyderabad Conference Recommendations

2.57. The recommendations of the conference were sent by the Ministry of Education to the State Governments in December, 1961 requesting them to examine them and prepare a plan "for the effective promotion of adult literacy programme in the rural areas of your States". Since the State Governments did not make any appreciable response to the above proposal of the Ministry of Education, they were reminded again in September, 1962 and were requested to "frame a detailed programme for adult literacy and education for the period 1962-63 to 1965-66". It appears, the response to this reminder was

equally disappointing. The Union Education Minister, therefore, addressed a personal letter to the Chief Ministers/Education Ministers of the States in January, 1963 wherein he drew their attention to the above-mentioned communications and pointed out that "the pace of effort for liquidating illiteracy among the adult population of India has been very slow even after the inception of the Five Year Plans". The Minister added that "while this is due to various causes, the situation as it exists, is a matter of great concern to all of us. One of the causes appears to be that the Education Departments of the State Governments and the Union Territories were not wholly and entirely in charge of carrying out the social education programme, including Adult Literacy". It was further stressed that "adult literacy and educational programmes assume a new importance in the light of the present national emergency. It is very necessary to educate an illiterate and ignorant population with a view to step up production and defence effort as a whole". The Minister has suggested that "while preparing the annual plan budgets for social education, it may be necessary to pool all the resources available for the purpose with the Education Departments, the Development Departments and other Departments. It is advisable to have such pooled resources under the control of the Education Department which may allot them to the Districts, the Community Development Blocks and the Panchayati Raj institutions".

2.58. The urgency of the problem of eradicating illiteracy has been emphasised further by the Education Minister in his latest communication dated March 6, 1963 addressed to the Education Ministers of all the States, wherein he has proposed that the services of primary, middle and secondary schools be utilised during the summer vacation for teaching the illiterate adults and thus make "vidya-dan" or gift of knowledge to their fellow countrymen. He has further suggested that the primers and slates used by the school children may be used for adults, blackboards and other material may be secured from the schools and the adult may be persuaded to bring his own lamp. He has quoted the example of the Gram Shikshan Mohim of the Govt. of Maharashtra in this regard. The Minister has also advised that "all influential persons like Ministers, M.L.As. and M.Ps., Chairman of Zila Parishads and Block Samitis and all the Government officers particularly of the Education Department from top to bottom take enthusiastic part in it and create the necessary atmosphere".

(c) State Schemes in the Third Plan

2.59. A total provision of Rs. 517.317 lakhs has been made in the Third Five Year Plan for the State Social Education Schemes. There are 3 main items in these schemes (a) Social Education—Rs. 173.702 lakhs (b) Libraries—Rs. 327.339 lakhs and (c) Production of Literature—Rs. 16.33 lakhs. Details are given in Appendix XIV.

2.60. A study of the schemes shows that:—

(i) Andhra State would be spending the entire amount of Rs. 15.91 lakhs on libraries and no provision has been made by them for social education and production of literature.

(ii) In the case of Bihar, an amount of Rs. 40.90 lakhs has been provided for social education. The major portion of the amount (Rs. 31.97 lakhs) will be spent on libraries, Rs. 2.15 lakhs on adult literacy, publication of social education literature (Rs. 2.86 lakhs) and Rs. 3.92 lakhs for upgrading of social education centres into adult schools.

(iii) Gujarat has made a provision of Rs. 25 lakhs for library development only.

(iv) Jammu and Kashmir which did not fare very well in the field of social education during the Second Plan has made a provision of only Rs. 1.50 lakhs for social education centres and Rs. 3.70 lakhs for improvement of State libraries.

(v) Kerala State has earmarked Rs. 10 lakhs for library improvement and Rs. 0.28 lakhs for creation of the additional posts of district social education officers.

(vi) Out of a total provision of Rs. 41.5 lakhs, Madhya Pradesh has earmarked an amount of Rs. 24.5 lakhs for social education classes and Rs. 10 lakhs for libraries, Rs. 7 lakhs for literature and audio-visual aids.

(vii) Maharashtra, on the other hand, has allocated only Rs. 5.31 lakhs for eradication of illiteracy, Rs. 5 lakhs for grants to libraries and Rs. 2.50 lakhs for production of literature.

(viii) Mysore has earmarked the entire amount of Rs. 2.90 lakhs for library services.

(ix) Orissa State has provided Rs. 7 lakhs for removal of illiteracy and Rs. 3 lakhs for production of social education literature. Out of a total amount of Rs. 28.40 lakhs, the major portion (Rs. 18.4 lakhs) of which is to be utilised for library service (Rs. 2 lakhs for construction of building for the State library).

(x) Punjab has just asked for Rs. 2.22 lakhs for the establishment of 3 district libraries.

(xi) Rajasthan has earmarked Rs. 6 lakhs for adult literacy and 10 lakhs for library services, Rs. 1.50 lakhs for production of literature and Rs. 1.35 lakhs for strengthening their district organisation.

(xii) Uttar Pradesh, which has provided an amount of Rs. 42.79 lakhs, has earmarked the major amount for its library services, the balance of Rs. 5.88 lakhs for the establishment of an exhibition wing and Rs. 6.10 lakhs for reorganisation of the social education mobile squads.

(xiii) West Bengal, whose provision for this item is the highest (Rs. 160 lakhs), has allocated Rs. 91.52 lakhs for development and expansion of library service, Rs. 40.27 lakhs for provision of educational facilities for adults (folk and night schools, etc.), Rs. 11.61 lakhs for community centres, Rs. 8.43 lakhs for special schemes for women.

(xiv) Out of the Union Territories, Delhi has made a provision of Rs. 18.95 lakhs which was reduced to Rs. 3.22 lakhs (including Rs. 1.32 lakhs for further education of adults) and Rs. 1.02 lakhs for the development of libraries.

(xv) Himachal Pradesh has provided Rs. 3 lakhs (Rs. 2 lakhs for organisation of social education and Rs. 1 lakh for development of libraries).

2.61. State Governments appear to have their own difficulties on the subject, chief of which are invariably the lack of adequate financial resources, from which spring the resultant bottlenecks, *e.g.*, inadequate staff at the district/field level, insufficient equipment and material etc. It would be interesting to quote a few instances :

(i) The Government of Rajasthan have stated that "the present resources of the Panchayat Samitis and the Education Department are too small for a complete programme of eradication of illiteracy". They suggest that "funds for literacy should be provided by the Planning Commission over and above the Plan ceilings". They have added that "at present the Inspectors of Schools and their Deputy Inspectors are so busy with inspection of schools and educational administration that they do not find time to supervise and guide a comprehensive literacy programme and a district level organisation for social education is absolutely necessary".

(ii) Punjab Government have stated that "the work of social education is being carried on by different departments of the State. This should be fully under the Education Department so that duplication may be avoided and the funds of all the departments should be utilised to the maximum benefit of the adults". They suggest that "there should be an Assistant Director or Deputy Director at Headquarters who should be exclusively in charge of social education. Besides, there should be a hierarchy of social education workers from block to the headquarters". In their opinion local response to adult literacy is poor because of the economic backwardness of the people, it is difficult for adults to derive benefit from the scheme.

(iii) Andhra Pradesh Government say that the illiterate villagers are not coming forward even in small numbers to avail themselves of the opportunity provided to them, in spite of the fact that the social education organisers are doing much spade work in creating interest in the villagers.

(iv) Madhya Pradesh authorities support the above view point and say that adult illiterates do not seem to be very keen to attain literacy since they do not find any practical utility of literacy in their daily life. They have also stated that poor financial resources also come in the way of expanding the work. They have suggested that Panchayat Samitis and Panchayats should be given greater responsibilities in this field. Opening of literacy classes should form a compulsory duty of a gram panchayat.

(v) The Mysore State authorities have stated that there is no genuine desire in the illiterates for gaining literacy and the progress of literacy seems to be slow, particularly amongst the illiterate adults above 40 years, who are not inclined to learn to read and write. They have also complained that adequate funds are not available and the field workers are paid low remuneration. They have suggested that a special wing should be set up in the office of the Director of Public Instruction with all the necessary teaching and inspecting staff all over the State and with adequate funds. Since the State Finance Department does not permit an elaborate programme covering every village of the State, they are of the opinion that the scheme should be brought under the Central sector of the Five Year Plan.

(vi) Maharashtra State appear to be more optimistic, however, and have not pointed out any difficulties with regard to the expansion of literacy programme.

(vii) Kerala State, with a high percentage of literacy, does not feel that the expansion of literacy work is an immediate and urgent necessity for them.

(viii) According to the Government of Uttar Pradesh, the main hurdles in the way of spreading literacy are non-availability of suitable accommodation and teachers. The results of open air classes have been found to be poor. Another hurdle is the size of the classes. While at some places, the groups exceed 70 and become very unwieldy, at others not more than 8 to 10 adults offer to learn 3 R's.

(d) *The Administrative Pattern in States*

2.62. A statement showing the details of administrative pattern prevailing at present in various States is at Appendix XV. It is observed that except in the case of a few States, social education is the joint responsibility of the Education and Planning/Development Departments. In Madhya Pradesh, the Panchayats and Social Welfare Department take care of such programme. In Jammu and Kashmir, the Community Development Department is responsible for it.

2.63. There is, however, considerable variation in the emphasis and status given to this subject. In States like Andhra Pradesh, Mysore and Madras, social education is dealt with at the State level by the officers who deal with general education. In the other States, the D.P.I./D.E.'s offices have a separate officer dealing with social education. For instance, Assam has a State Social Education Officer; Bihar, a Joint Director; Rajasthan, a Deputy Director; Maharashtra, an Officer on Special Duty; Punjab, a Youth Welfare Officer and an Assistant Director; West Bengal, a Chief Inspector and Uttar Pradesh an Education Expansion Officer, dealing with social education exclusively. In these States, it will be noted that while separate officers exist at State level, their status varies from State to State.

2.64. In certain States, there are officers at divisional level looking after social education. Kerala has a Social Education Officer each for 3 districts and Punjab has 4 Circle Social Education Officers.

2.65. At the district level also the position differs from State to State. While in a majority of States, social education is the responsibility of the District Educational Inspectors in addition to general education, a few States have appointed District Social Education Officers for social education programme. These States are Assam, Bihar, Madras, Mysore (in certain districts only), Uttar Pradesh and West Bengal. It is observed that, wherever a separate officer for social education at State level has been appointed, there is a separate officer for social education at district level also. Punjab, however, does not have any officer at district level for social education. The Circle Social Education Officers as indicated in Para 2.64 above are responsible for work in their respective districts.

2.66. Similar position exists at lower level *i.e.*, Block/Taluka level. Social Education Organisers, who are under the Planning and Development Department, function at the Block level in most of the States. In Andhra Pradesh, Assam and Maharashtra, however, the S.E.Os. belong to the Education Department.

2.67. The library service, which is an important supporting service of social education, is under the Education Department in all the States; although the Planning Departments also look after it at village level through development staff. Madras and Andhra have district library service under the Library Act.

2.68. In various States, in addition to the above, there are other official and non-official organisations carrying on the work of social education. Rama Krishna Mission and Bharat Sevak Samaj have been active in this field in various States. Similarly, the C.S.W.B. have organised a net-work of welfare projects in the country which, among other welfare activities, look after adult literacy among women. In Bihar, West Bengal, Madhya Pradesh and Andhra Pradesh the Coal Mines Welfare Organisation administers a net-work of institutions doing social education work in Coal and Mica Mines areas. In Bombay city, the Bombay City Social Education Committee have their own organisation for adult literacy and other programmes. The Mysore State Adult Education Council looks after social education work in old Mysore State area and has its own officers at district and taluka levels. In U. P., the Literacy House has been doing a lot of work in this field for a number of years. The Union Territory of Delhi has various official and non-official organisations such as the Municipal Corporation, New Delhi Municipal Committee, Delhi Public Library, Jamia Millia Islamia etc., which have been active in the field of social education.

CHAPTER III

ORGANISING AN EFFECTIVE PROGRAMME

I. *Progress of Social Education Schemes*

3.1. A brief review of the various Central and State schemes has been given in the preceding chapters. Social education comprises adult literacy, education in citizenship, youth education, women's welfare, cultural and recreational programmes etc. No standard norms have yet been devised for making an assessment of the progress of various schemes included in a comprehensive programme of social education. It has, however, been observed, during our visits to various States, that, in certain cases, the spectacular programmes have been over-emphasised much to the detriment of adult literacy which forms the core of social education. There have been isolated instances where the interest of adults has been aroused through these programmes followed by a systematic programme of adult education (including adult literacy). In the majority of cases, however, a well-organised adult literacy programme has been sadly lacking with the result that in spite of the fact that financial allocations were made for a wider programme of social education, the expenditure actually incurred on adult literacy programmes has been proportionately much less with the result that the progress of literacy has been rather slow.

3.2. A study of the figures relating to the progress of literacy makes a depressing reading. From 12% literacy in 1941 we were able to reach the figure of only 17% in 1951 and 24% in 1961. The most optimistic estimate is that in 1971 we may achieve a figure of 35% and 42-45% in 1975. To quote the Census of India Paper No. 1 of 1962 "The progress of general literacy has been sluggish throughout the country having increased at an average of 0.8% per year in the general population, 1.0% for males and 0.5% for females. Not excluding Madhya Pradesh and Rajasthan among the States, which show an appreciable rise, none has even doubled its 1951 rates except Himachal Pradesh and Manipur". The following statement ranks the States in literacy rates for 1961 and 1951 :

General literacy rates in 1961 & 1951

Rank in 1961	State/Union Territory	Rate per 1,000		Rank in
		1961	1951	1951
1	Delhi	527	384	2
2	Kerala	468	407	1
3	Pondicherry	374	N.A.	..

Rank in 1961	State/Union Territory	Rate per 1,000		Rank in 1951
		1961	1951	
4	A. & N. Isls.	336	258	3
5	Madras	314	208	7
6	Gujarat	305	231	5
7	Manipur	304	114	16
8	Maharashtra	298	209	6
9	West Bengal	293	240	4
10	Assam	274	193	9
11	Mysore	254	193	8
12	Punjab	242	152	12
13	L. M. & A. Islands	233	152	13
14	Orissa	217	158	10
15	Andhra Pradesh	212	131	14
16	Tripura	202	155	11
17	Bihar	184	122	15
18	Nagaland	179	104	17
19	Uttar Pradesh	176	108	17
20	Himachal Pradesh	171	71	21
21	Madhya Pradesh	171	98	19
22	Rajasthan	152	89	20
23	Sikkim	123	73	22
24	Jammu & Kashmir	110	N.A.	..
25	Dadra & Nagar Haveli	95	N.A.	..
26	N.E.F.A.	72	N.A.	..

3.3. It is further stated in the Paper that "Delhi has moved to first rank by a long lead in 1961, not only vicariously by virtue of its being the Capital, which naturally attracts educated immigrants in large numbers, but also because the State spends the largest amount *per capita* in all India on education. Manipur has made rapid strides by moving up nine places, and Madras has moved up two. Himachal Pradesh has moved up only one. Punjab, L.M. & A. Isls. and Nagaland have retained their respective places; but all others have moved down. Gujarat, Assam, Andhra Pradesh and Sikkim one place each; Maharashtra, Bihar, Uttar Pradesh, Madhya Pradesh and Rajasthan two places each; Mysore by three places and Orissa by four; West Bengal and Tripura by five places each". It has been stated further that "the more distressing has been the low progress of female literacy. Although, for the whole of India, the female literacy rate is slightly more than 50 per cent of the general rate, yet there are substantial regions in the map where it is less than a quarter (less than 60 per 1,000 females) of the general rate. When we remember that even this low rate would have been still lower but for a higher rate in towns situated in these areas, the state of literacy can be properly comprehended".

II. *Reasons for Slow Progress*

3.4. The picture is indeed gloomy. The percentage is already low and may become lower still in view of the ever-rising population. It has been said that the enlarged concept of social education was a mistake because it brought about an under-estimation of the role of literacy in national development. It has also been stated that the Plans have not provided adequate funds for an effective programme of adult literacy. Administrative set up at the Centre, the State, the District, the Block and the village level has come in for severe criticism in various quarters. Lack of coordination, the inherent ills from which Government—sponsored programmes suffer and the lack of enthusiasm on the part of the authorities concerned have also been mentioned as some of the reasons. Besides, it has been stated that the general apathy, inertia and indifference of the village population towards acquiring adult literacy, even when facilities are provided, acts as a stumbling block in achieving the desired progress.

3.5. Perhaps all these factors have contributed, to some extent, to bring about the situation in which we find ourselves so far as adult literacy programmes are concerned. While it may be true that we, as a nation, have not been able to spend as much on education as some other countries have done, there is no denying the fact that the financial provisions made for certain items have not been utilised to the full or for the purpose for which the allocation had been made. Lack of coordination, failure to motivate the people and absence of proper planning in this field have been as marked as in some other fields.

3.6. One of the criticisms against adult literacy programmes has been that even after the completion of two Plans we have not been able to create the desire and eagerness for literacy in the mind of an average illiterate adult. Except for certain isolated examples here and there, a large percentage of the rural community has, by and large, been impervious to the influence of the adult literacy programmes. Where intensive campaigns like Satara experiment in Maharashtra have been launched, there has been enthusiasm amongst the rural population with the result that the tempo of the movement was sustained at a high pitch for a sufficiently long period. Such movements have been launched in very small areas in certain States and are like an oasis in a desert of illiteracy. No countrywide movement has been launched on a large scale nor have we succeeded in bringing about effective leadership to head such movements. Campaigns have been inaugurated with a fanfare of trumpets, but when the spectacular part of the movement is over, the same inertia and apathy follows.

III. *Personnel*

3.7. For conducting adult literacy classes we have normally utilised the services of the following types of personnel :

- (i) School teachers (mostly primary school teachers).
- (ii) students, and
- (iii) other voluntary workers.

3.8. In the centres visited by us, it was observed that the classes were mostly run by school teachers, social welfare workers, gram sevaks/sevikas, educated men and women of the village and other volunteers. The usual remuneration/allowance paid to these teachers ranged from Rs. 10 to Rs. 50. In some cases (e.g., in Mysore) the teachers are paid Rs. 2-3 per adult made literate. In some States, whole-time social education teachers are employed on a salary ranging from Rs. 50-100 per month. Part-time teachers are also employed in certain States on a monthly remuneration of Rs. 20-40 per month.

3.9. It is quite evident that we have had to fall back mostly on the school teacher for conducting literacy classes. The administrators and planners desire to make the school and the teacher the pivot round which all the educational activities in a village should revolve. Quite a few village school teachers, however, do not reside in the villages where they work as school teachers. It will be too much to expect that a school teacher should come back to the village for running adult literacy classes since such classes are seldom conducted at fixed hours and at fixed places throughout the year. Moreover, very few school teachers would be able to do full justice to the teaching of adults if they are doing their job conscientiously with the school children. Firstly, methods of teaching children and adults are so different that not many of the school teachers would be able to adapt themselves to the two different techniques with equal felicity. Secondly, 6-7 hours of school work would seldom leave adequate time for taking up the responsibility of organising adult literacy campaign as also for conducting adult literacy classes. Thirdly, it will not be fair either to the teacher or to his family to expect him to devote the required amount of attention and time to this work on an allowance of Rs. 10-15 per month.

3.10. The Unesco report on "World Campaign for Universal Literacy" (November-December 1962), lends support to our argument wherein it is stated "In many areas of the world, the primary school teacher is called upon to conduct adult literacy classes. There are many disadvantages in his employment. He already has a full-time job of teaching the children and this work may suffer if the added burden of adult education is imposed upon him. The methods of teaching adults are quite different from those of teaching of children and the school teacher may find it difficult to adapt himself to this new task."

3.11. The Programme Evaluation Organisation conducted a study in 1960-61 in 16 districts spread over 15 States and the Union Territory of Himachal Pradesh. One of the aspects, which was taken up, was the school and community relations with special reference to the development of school as a centre of cultural and community activities in the village. According to the findings of this study, "community activities have been reported only in 27 (20.5%) out of 132 sample schools studied." The usual activities are community centres, sports clubs, youth clubs and village library. "Adult literacy is the most common activity organised and reported in 12.1% of the schools. Sports clubs,

youth clubs and recreation centres are reported in 8.3% of the schools." "Bhajan Mandlis and libraries were reported from 6.1% and 5.3% of the schools respectively". So far as the assistance of teachers in promoting literacy and civic education among the adults is concerned, it is significant to note that a high proportion of the teachers did not help the community development programme at all in any manner. "Only 14% of the teachers reported participation in some manner or the other." According to this study, "the concept of the village school functioning as a community centre is not yet a concrete reality in the majority of the schools."

3.12. No doubt the school should serve as a centre of educational and cultural activities of the village, but we must create the necessary atmosphere and provide certain facilities if this objective is to be fulfilled. Quoting the UNESCO Report again "Whenever the school teacher is used, certain conditions must be fulfilled. Firstly, he must be given special training for teaching adults; this may be given through his normal school training or in special courses during the school holidays. Secondly, he should receive some recompense for his additional effort either in the form of extra remuneration or a remission of his teaching load in the school or even social advancement. Thirdly, it will be necessary to obtain the consent and support of headmaster, school inspectors and educational authorities if the teacher is to be asked to carry out this task." One incentive that the community could offer to the school teacher is the provision of free residential accommodation in the village. If residential accommodation is not available, steps may be taken by the authorities concerned to provide such accommodation. Where the Headmaster/Headmistress is unable to stay in the village due to certain unavoidable circumstances, option may be given to the staff that at least one of them resides in the village.

3.13. Given such facilities we may then expect the headmaster/headmistress or the resident school teacher to make necessary arrangements so that school premises are available, after school hours, for adult literacy classes to be conducted by the school teacher (if he can spare the time and has the enthusiasm) or by any other village organisation. The cooperation of the Headmaster/Headmistress or the resident school teacher may be enlisted by the organisation which is responsible for carrying out this programme. A small committee may be constituted for the purpose on which local organisations are represented. The Headmaster/Headmistress may act as Secretary of this Committee.

IV. Supervision

3.14. Lack of proper supervision and inspection have been characteristic of the adult literacy programmes. A separate functionary has seldom been entrusted with this task. If this programme happens to be the responsibility of the Education Department, the School Inspectors are expected to inspect these centres in addition to other duties. According to the prevailing practice, the School Inspector visits the school during its working hours once in a few months. He tries to cover a

few adjoining schools in a day and seldom stays in a village for the night. Such school inspections are periodical. A school may be visited by the Inspector once or twice a year at the most. The frequency of his visits is thus so rare that his inspection of the adult literacy programme will be fruitless. Even when he goes to visit a village school, no adult literacy classes may be in progress at that hour. At the most he may check the registers, which will be making a mockery of the real purpose of inspection of adult literacy classes.

3.15. It may be more beneficial, on the other hand, to expect the School Inspector to hold periodical conferences in the villages in his jurisdiction, meet the village leaders and members of local organisations to review the progress of adult literacy programme and suggest suitable modifications. The inspection/supervision of the adult literacy centres may be entrusted to the Social Education Organiser and the local Headmaster/Headmistress of the school. They may collaborate for the purpose. Besides, the local panchayat may also constitute a small committee to look after this programme and arrange for periodical supervision/inspection.

V. Organising A Literacy Campaign

3.16. The organisation of an adult literacy programme is not a purely administrative problem. There is an urgent need to create an atmosphere for wiping out illiteracy at all levels. Once a proper climate of public opinion has been created, classes and courses can follow. Big movements have to be planned ahead with foresight and imagination and with the assistance of proper and adequate personnel.

3.17. Two factors matter significantly in planning a literacy campaign—the incentives to the illiterate adults and the awakening of the community and the people in general. The Unesco Report has summarised these incentives excellently. They include :

- (i) “status ; the development of religious and civic consciousness and the social advantage of being able to participate directly in local government after becoming literate and cooperate actively with leading citizens ;
- (ii) compulsory primary education schemes which have the dual advantage of reducing the incidence of illiteracy and of stimulating the parents to “keep up with their children”;
- (iii) competition among villages ;
- (iv) evidence of proficiency—trophies, badges and certificates ;
- (v) free tuition, and free or very low-priced books and materials, and household articles for those attending literacy classes, distribution of agricultural materials including seeds ;
- (vi) publicity for those who have successfully completed literacy courses ;
- (vii) better prospects of employment—sometimes priority consideration for jobs, higher wages ;

- (viii) the desire to write letters—especially for persons employed away from home ;
- (ix) the application of sanctions on illiterates.....;
- (x) the intrinsic desire to be able to read and write.”

3.18. Our Prime Minister has repeatedly emphasized the importance of education and the need to raise productivity. We cannot expect an illiterate population to raise its productivity. During the present emergency we can utilise the newly-aroused national consciousness to promote literacy and to provide proper leadership for an all-India movement. The function of leadership in literacy is three-fold to give the literacy movement a prestige which it badly needs, to integrate literacy into the concept of new India emerging from the old and to make literacy into a popular movement and harness people's energy to fight out illiteracy. This movement needs to be set up at every level of the country's administration—all-India, State, Distt., Block and Panchayat. It should have vital links with people's organisations of various types, e.g., youth and women's organisations and other organisations of voluntary nature.

3.19. It is also necessary that the resources of the educational organisations of all types (e.g., Universities, Colleges, Training Institutions, Rural institutes, Janata Colleges etc.) are utilised for this movement. These organisations may take a three-fold task in respect of adult literacy. First, there should be a place within the reach of every illiterate adult where he can go to obtain literacy at any time when the desire to do so grows sufficiently strong in him. This place can only be a school and at all times a school ought to be equipped with instructional material and other necessary equipment for running a literacy class. This should be taken as a part and parcel of school equipment. Secondly, the educational institution may take up the responsibility of training a large number of people in teaching literacy to adults. With the help of local organisations it should be possible to draw in educated youths from villages and towns for the teaching of adults. Thirdly, the educational institutions, especially the teaching training colleges and research institutions (including various types of Rural Institutes and Janata Colleges) may be encouraged to take up research into the methods of literacy and for production of instructional material of quality.

3.20. The role of Local Bodies in literacy work has been well defined by the Hyderabad Conference, *i.e.*, “the Panchayat must accept the obligation to provide the group of adults willing to learn and to ensure that they complete the course leading up to the first stage of literacy, wherever a group of a minimum size of 20 men and 10 women is prepared to make necessary efforts to gain the first stage of literacy. The village panchayat or a village community should be prepared to make a certain minimum contribution in the form of kerosene oil, etc.” In our opinion, the same thing should apply to Municipal bodies in the towns. Further, the Panchayat Samitis and the Zila Parishads

should also take up full responsibility for promoting literacy work. Panchayat Samitis can do so by providing funds for literacy and by making it possible for the Social Education Organiser to devote as much of his time as possible to the promotion of literacy.

3.21. Similarly, the State Governments may draw a well-planned programme for wiping out illiteracy. They may enlist the cooperation of the people and their organisations. It will be helpful if each State Government publishes a State Literacy Guide detailing the facilities that exist for adult literacy work and the assistance that the Government is prepared to render in this behalf. The Guide may also contain the procedure and rules for grants-in-aid and other financial assistance available to organisations at various levels for conducting the adult literacy programme. Details of the administrative set-up prevailing in the State, at various levels, for adult literacy programmes may also be given in this Guide. This will acquaint the potential workers with the facilities available to them from the Government for this type of work. If wide publicity is given, even the illiterate adult will know what steps he has to take to acquire literacy if he wants to become literate.

3.22. State Governments may also periodically check on the progress of literacy in different spheres both in the rural and urban areas. If with a given quantum of literacy effort, we can improve the literacy status of urban population much faster and to a greater extent than that of the rural population, we should not hesitate to divert the unutilised funds for literacy from rural to urban areas.

3.23. In working out plans for a literacy campaign, emphasis should always be on functional literacy and nothing short of this. The whole course may, of course, be divided into as many stages as are considered proper for psychological and pedagogical reasons. At the end of each stage an examination may be conducted and a certificate given to each adult, indicating his/her satisfactory attendance and achievement. Besides, our efforts should be concentrated on the section of population which is most amenable to literacy. Whatever research we have on the subject goes to show that the age group 16-25 is most absorbent of literacy, most appreciative of its value and most likely to go through the time, trouble and tedium to acquire it.

3.24. We would also like to add that it is the duty of the State Government to ensure that outstanding workers in the cause of literacy receive the honour and prestige which normally comes to workers in other fields.

3.25. Literacy, however, is not an isolated skill which can be handed over in a package to an illiterate adult. Both in its structure and its maintenance, it is linked with other services which have come to be known as "supporting services". These have been succinctly stated by the Ministry of Education in Annexure C of their letter of 22nd September, 1962 to State Governments (Appendix XVI).

VI. Syllabus

3.26 It would be desirable to lay down a uniform syllabus for the first and second stages of literacy for the State as a whole for each language group. It may, however, be observed that, while drawing up the syllabus, we are apt to be ambitious while our achievement usually falls short of the targets laid down. It is better to lay down the minimum which can be achieved easily than think of the maximum which brings about a sense of frustration, both among the teachers and the taught. In this context we believe that the syllabus given in the "Teachers Hand book of Social Education", of the Ministry of Education (Appendix XVII) is rather over ambitious. There is need for a more realistic and practical approach in framing the syllabus for different stages of literacy.

VII. Literature for neo-literates

3.27. Lack of suitable literature, particularly for the first stage of literacy, has handicapped the systematic progress of an effective adult literacy programme. Some State Governments and a few voluntary organisations have produced very useful material. The Ministry of Education have also sponsored and encouraged the production of such literature. In the majority of centres visited by us, however, we found a sorrowful lack of adequate and suitable literature for the various stages of literacy. In a number of cases, the old type primers and books, meant for children, were being used for the adults. We also came across a few books, written particularly for neo-literate adults, whose text was more relevant to children's interests and had a didactic approach showing a lack of understanding of adult psychology. Besides, there is considerable room for improvement in the general get-up, printing and illustrations of these books.

3.28. There is urgent need for proper planning for the production of suitable books for different stages of literacy. It is desirable that such material is given a pre-test in the field and revised, where necessary, before large-scale printing is undertaken.

3.29. There is also a dearth of scientific literature for social education workers and administrators. The problems in the field of social education are quite peculiar to our social and economic conditions. There is more confusion and less enlightenment which has contributed, in no small measure, to the present vagueness about the objectives and techniques. It is desirable that suitable books on the subject are produced and placed in the hands of workers at all levels. Besides discussing the theory and practice of various aspects of the programme, details of experiments conducted in different parts of India and other countries may be given for the guidance of field workers including the findings of research. This project may be undertaken by a suitable agency, official or non-official, which has necessary resources and expertise.

VIII. Libraries

3.30. A reference has already been made to the various supporting services which are essential for an effective programme of literacy and post-literacy. Follow-up has been one of the weakest aspects in the literacy programme. Even when this programme is undertaken, adequate and suitable literature is not placed in the hands of the neo-literates to help them sustain their literacy. One of the key institutions for a proper follow-up is a library. It is desirable that the neo-literate is habituated to a library from the time he finds himself on the road to literacy. It is essential, therefore, that literacy classes and the library system of the area should be in close proximity to each other. The managements of the two should collaborate very closely. The intimate connection between libraries and literacy classes will also help in remedying some of the defects of our literacy methods which rely too heavily on single primers or readers.

3.31. During our field visits, we have observed (Appendix XVIII) that where library facilities are accessible to the neo-literate adults the wastage is much less and the interest of the adults is aroused much more easily. It has also been noticed that where the youth clubs, the panchayats or other peoples' organisations are associated closely with the library movement, the link between literacy classes and libraries is much closer. On the other hand, we have also come across a number of small libraries attached to community centres, literacy centres, etc., which become more or less "small and stagnant pools of books" since the stocks of books are not replenished periodically. Besides, the person incharge of the library does not observe regular hours for opening the library or opens it at such hours when it is not convenient for the adults to come. The periodicals and newspapers received in these libraries are such that they seldom attract the neo-literate adults. Propaganda material of foreign countries, circulated through their embassies, is displayed prominently, some of which is not even desirable from the political point of view.

3.32. We came across a number of libraries which were simply cramped for space, so that the huge stocks of books were lying dumped. They had neither adequate personnel nor place for cataloguing and arranging these books. On the other hand, we also saw some libraries with a number of rooms and stacking shelves lying vacant.

3.33. We are of the view that a system of public library service, as envisaged in the Report of the Advisory Committee for Libraries (1958), should be organised by every State as an integral part of their educational structure giving service to neo-literates and literates alike. Enactment of library legislation, along the lines of the Model Library Act, prepared by the Ministry of Education, may be taken up by each State Government immediately.

IX. Enforcement of Compulsory Literacy

3.34. It is our firm belief that illiteracy cannot be eradicated by making it purely optional for all the age-groups and for various categories of illiterate adults. It may be desirable to enforce compulsion

for the age-groups 15-25 and 26-40 in suitable stages. Until universal elementary education can be enforced, arrangements for providing suitable educational facilities (including continuation education) for the age-group 11-14, may also be made at the adult literacy centres. Funds for this age-group may, however, be provided under primary education. This should be made a part of educational programme everywhere in the rural as well as urban areas (wherever considered necessary).

3.35. Likewise the cooperation of the Industry should be enlisted to assist in this programme. If the number of illiterate employees in an industrial establishment in the public/private sector is fairly large, it should be its responsibility to run adult literacy classes for such workers before/after the scheduled working hours, as a part of their welfare programme, expenditure on which should be considered as legitimate.

3.36. Adult literacy classes should be a part of the daily routine for prisoners in jails all over the country.

3.37. We would further suggest that literacy of primary school standard should be made compulsory for all class IV employees of the State and Central Government departments, to whatever category they belong, including malis, sweepers, chowkidars, P.W.D. workers etc. Those illiterate employees, who are below the age of 45, should be given a chance to acquire this standard of literacy within a specified period of 3-5 years. The departments concerned should provide facilities for them to acquire literacy. Financial provision for such expenditure should be made in every department.

3.38. With the enforcement of Panchayati Raj, it may be desirable, in due course to make literacy a qualification for election to certain public offices in Panchayats, Panchayat Samitis, Zila Parishads, etc. Similarly, it should be an important item of the programme of Youth Clubs, Mahila Mandals, Cooperative Societies etc.

3.39. State Government may work out their manpower requirements of all their development projects and prepare illiterate youth or adults, who live in the area where a project is to be set up, to obtain employment in the project. This will give them the most desirable type of motivation for literacy.

3.40. It would thus be evident that literacy should not be treated as a responsibility of one single department. On the other hand each department, at the State and Central level, should be required to report regularly and periodically, to the Central/State Board of Social Education, on its efforts to eradicate illiteracy from its own employees.

X. The Place of Literacy in State Plans

3.41. It is estimated that there are 330 million illiterates in the country, of whom about 200 million are in the age group 14-40. To draw an effective programme for bringing 200 million people into a

colossal programme of education is indeed a Herculean task. Plans have been worked out in the past on a 15-20 years basis but the estimates of expenditure usually run into crores of rupees.

3.42. It will be agreed that the problem of literacy cannot be considered in isolation from a general programme of education. The target for the enforcement of compulsory education for the age-groups 6-11 and 11-14 has been successively revised resulting in additions to the number of illiterates in different age-groups.

3.43. We are of the view that the State Governments may take up an integrated programme of education starting from the Fourth Plan. The enforcement of compulsory primary education and a general programme of education for the age groups not covered by primary education, may be taken up on a 15-20 year basis for each State separately depending on its present literacy percentage and the financial resources available for the purpose. It would be unrealistic to expect each State and different regions in a State to work out this programme on a uniform basis. We would suggest that the Working Group on General Education, set up by the Ministry of Education, may take up this question for the Fourth and succeeding Plans. The State Governments may then draw detailed plans for school education for children of various age groups along with a programme of adult literacy for the population in the age-group 15-45 with a view to ensuring that after, say 1975 or 1980, no adult is illiterate. State Govts., may, therefore, work out a coordinated and composite plan for various sectors of education keeping this in view. Facilities for part-time/further education may be provided by them for the age-groups beyond 11 years, according to the different states of mental and physical growth, in order to clear the backlog of illiterate youth and adults.

XI. *Training of Adult Literacy Teachers/Workers*

3.44. It is quite obvious that the teaching of adults is much too different from the teaching of children. If the services of school teachers are utilised for teaching adults, it is very necessary that such teachers should undergo a short course of training in order to acquaint them with the psychology and principles of teaching adults. Besides, they have to be acquainted with the special books meant for adults and the methods to be employed for teaching them. In the case of school teachers courses of short duration lasting 2-3 weeks may be adequate in the initial stages. It may, however, be beneficial to call such teachers for refresher courses of a shorter duration after they have done some field work in adult literacy.

3.45. In the case of other workers training courses of slightly longer duration, say 4-6 weeks, may be required. In their case there will be need for a general acquaintance with the art of teaching as such.

3.46 Most of the training in literacy, at present, is done in *ad hoc* courses by State Governments. There is no doubt that literacy work has to be taken in an expanded form. Schools for training literacy

teachers will have to be set up as permanent institutions and not merely as *ad hoc* courses. Andhra and Madras States already have such schools. We find, however, that their schools for training literacy teachers are isolated institutions. We consider that schools should be integrated with other institutions. These institutions can be of two types—a teacher training institution and the Social Education Organisers' Training Centre. It may be said in favour of integrating these schools with the teacher training institutions that the kind of work these schools do is the kind of work which the teacher training institutions do, but the various S.E.O.T.Cs. are oriented more towards community development. Administratively also S.E.O.T.Cs. are in a different line than the teacher training institutions. We are, however, of the view that S.E.O.T.Cs. should lay greater emphasis on the teaching of literacy than they have been doing hitherto. If this step is taken, the disadvantages of integrating adult literacy schools with S.E.O.T.Cs. will disappear. We believe that the best arrangement will be that such schools for training of literacy teachers should be part of S.E.O.T.Cs. which, in turn, should be integrated with teacher training institutions at the post-graduate level. These institutions, of course, will be administered by the Education Departments/Universities.

3.47. The integration we have suggested is desirable both from the point of view of economy as well as efficiency. The tone of these schools is bound to improve if they work in the environment of larger educational institutions.

3.48. In the case of other departments/establishments which decide to undertake the programme of adult literacy among their staff, the cooperation of the State Education Departments may be enlisted for proper training facilities to their adult literacy teachers/workers.

XII. Research

3.49. In the present context of social education work in the country there is a great need for research on the problems faced by field workers. Some of these problems are :—

- (i) Social economic and other factors which influence motivation for literacy.
- (ii) Contribution of literacy to socio-economic development.
- (iii) Production of instructional material and audio-visual aids for adults on scientific basis.
- (iv) Basic methods and techniques of imparting functional literacy to illiterate adults.
- (v) Reading habits and interests of neo-literates.

3.50. It is suggested that the Universities should take an active interest in conducting research in the field of social education. The National Fundamental Education Centre may act as a clearing house and a coordinating agency for various organisations working on research in this field.

XIII. *Further and Continuing Education*

3.51. Besides a proper follow-up, it is essential that facilities should be available to the neo-literate adults for further education. For this purpose it would be worth-while implementing some of the programmes mentioned below :—

(a) *Adult Schools*: Adult schools provide facilities for adults similar to those available for children and youth at the school level. Since these would mostly run in the evenings, accommodation and equipment of day schools could be utilised for this purpose. Wherever about 20 adults are willing to undergo a course of study necessary facilities should be provided. These schools may charge a nominal fee. An adult school should have its own syllabus and its own basis for taking the students from one grade to another. Due to their mental maturity and experience adults can cover, in a shorter time, the syllabus on which children take a longer time. This would be particularly true up to the high school stage. Indeed the principle has already been applied to adult schools for women started by the Central Social Welfare Board under the name of Condensed Courses for Women.

(b) *Evening Colleges*: Similarly, evening colleges for those who have completed the high school stage may be started as an important item in the programme of further education. The Universities may lend a hand in this respect, particularly in the urban and semi-urban areas where the demand for such educational facilities is bound to be greater. As is the practice in foreign countries, the duration of the course in such institutions may be spread over a longer period than the day course, if considered necessary.

(c) *Correspondence Courses*: Correspondence courses should be available in large numbers for personnel in industry and in business. As a result of the recommendations of an Expert Committee appointed for the purpose, the Delhi University has pioneered the experiment at the University level. It is suggested that correspondence courses should be extended to include high school studies for certain selected subjects.

(d) *Refresher Courses*: It is essential to have refresher courses for men and women in various occupations. Such courses will provide opportunities to the personnel of various departments to refresh their knowledge and broaden their outlook. Courses in the regular academic line for adults should be of a shorter duration. The course requiring a year for training may be split up into three or even four courses of 3-4 months' duration each. In order to encourage the staff employed in various Government and non-Government departments to avail of the above-mentioned facilities it is suggested that leave rules for educational advancement may be made very flexible. Other incentives like fee concession, etc., may also be provided to encourage employees to attend schools, colleges or evening courses.

3.52. So far as financing the programme of continuing/further education of adults is concerned, it may be a tripartite plan in which Government, industry and the learning adults may contribute their

share. At the middle and high school stages, financial resources allocated for social education programmes, should include further and continuing education. We recommend very strongly that the Governments at the State and Central levels should take active interest in the forms of adult education mentioned above. It should also be the responsibility of the Universities to assist and collaborate in these programmes. In this connection, the example of Rajasthan University in setting up a Department of Adult Education deserves attention by the educationists.

XIV. Role of Voluntary Organisations

3.53. During our visits to various States, we have been impressed with the commendable work being done by some of the voluntary organisations Bombay which are enjoying popular support and are getting financial assistance from the Central/State Governments. They have been able to achieve significant results. Similarly, youth clubs, mahila mandals, wherever they are run by volunteers or by popular leaders have been able to establish themselves and achieve positive results.

3.54. Social education, in the very nature of things, is informal. It can be conducted in an atmosphere which is devoid of rigid control or dependence. It receives its sustenance and development if it is organised informally. It should reflect the urges of the people and should be conducted with a view to serve the ends visualised by the people themselves. The best agency for carrying on social education is obviously the organisation of the people. Therefore, voluntary organisations should be promoted in large numbers at the local level. They should be utilised for carrying on various activities in the field of social education. They should be assisted financially and given necessary technical guidance. Wherever necessary, equipment and supplies should be provided to them. A voluntary agency has to be responsible to the community itself and the day it ceases to reflect the urges of the people it will lose their support.

3.55. Setting up of voluntary organisations, as a programme of adult education, is of utmost importance for it will help people to get training in social responsibility. The State Governments should guide, supervise and assist these organisations, both technically and financially. It is, however, necessary that a proper grant-in-aid code should be prepared laying down minimum standards. Periodical inspections may also be made and necessary guidance given by the technical staff of the department concerned. These inspections should not be of the ordinary routine type but should helpfully assist these organisations to grow, develop and make their active contribution in the comprehensive programme of social education. It would, however, be unfair to expect each organisation to undertake all the aspects of the programme. In case a voluntary organisation desires to restrict its scope to one or two activities like organising adult literacy campaigns or production of literature or training of personnel etc., they should be allowed to do so.

CHAPTER IV

FUTURE ADMINISTRATIVE PATTERN

4.1. From the foregoing it is quite evident that the progress of social education programme, particularly adult literacy, has been handicapped considerably, on account of various factors summarised below :

- (i) There has been a lack of coordination at different levels. A number of organisations are engaged in social education work, including voluntary organisations with a multiplicity of administrative set up, sometimes leading to over-lapping and unhealthy rivalry.
- (ii) State Governments have not given as much importance to this programme as to the other sectors of education though there have been honourable exceptions here and there.
- (iii) Adult literacy has not been given its due place necessitated by the social and economic objectives of our planning and the inauguration of panchayatiraj.
- (iv) Even where the programme has been taken up with some earnestness and zeal, proper planning for the various stages of the programme, has been absent.
- (v) There has been an unfortunate belief that eradication of illiteracy is entirely the function of the Education Department, with the result that amounts earmarked for Social Education in the budgets of Development Departments were spent on activities only remotely connected with it.
- (vi) No countrywide movement on an extensive scale for wiping out illiteracy has been started.
- (vii) Financial allocation in the field of education has been so niggardly that inadequate funds are allocated to the schemes of social education in the State Plans. When drastic cuts were introduced for one reason or the other, social education schemes were usually the first to be thrown overboard.

4.2. Even when the social education programmes have been taken up there has been a tendency to undertake isolated programmes, which because of their limited nature, did not make any appreciable impact. This would have been remedied if a coordinated and related programme had been taken up. A tendency to focus on narrow objectives was apparent in some places. While all the time the emphasis was on the comprehensive programme of social education, in actual practice this never happened. The multi-phased plan seldom worked as effectively as was visualised. In its desire to show results the administrative

machinery did not care for the larger interests of the people. Programmes which needed application and sustained efforts were dropped as impracticable, and those which could show spectacular results were attempted.

4.3. It has been established that the multiplicity of organisations has led to overlapping, duplication and consequent wastage of efforts and money. It has also deprived the programme of a focus and direction. It is necessary that social education must be carried on by a dynamic agency and should have adequate financial resources. This agency must reflect the urges of the people, should be responsible to them and thus be able to evoke sympathetic response from them. It should be flexible and be able to adjust its policies and methods of work to the rapidly changing needs of the people and the nation. It should also be able to experiment with new ideas and be able to discard programmes which have not yielded worth-while results.

4.4. We are of the view that only an autonomous agency can fulfil the above requirements. We, therefore, recommend as follows :

- (i) A Central Board of Social Education may be set up to advise on planning and execution of the programmes of social education, to coordinate them and to lay down standards at different levels.
- (ii) The aims and objectives of the Board would be—(a) creating public opinion for social education ; (b) encouraging formation of voluntary organisation ; (c) taking effective steps to see that social education programmes are adequately financed ; (d) securing public participation ; (e) laying down standards for qualitative improvement of the various programmes of social education ; (f) encouraging the promotion of supporting services of social education, such as production of literature, carrying out research, training, etc.; (g) establishing coordination in social education work being carried on by different Ministries, State departments and voluntary agencies.
- (iii) Similar Boards should be set up at the State, Taluka, and Panchayat levels.
- (iv) This Board should have independent staff capable of enthusing people for launching a movement which will not only bring light and learning to the people but will bring about a change in their way of life.
- (v) As a first step to the setting up of an autonomous organisation, we would suggest that an Advisory Board or Social Education may be set up whose advice, by convention, should be given due weight and, if there are no insuperable difficulties, should be treated as binding on all concerned. This Advisory Board could help in creating an order in the jungle of administrative *laissez faire* prevailing now in the country.
- (vi) This Board may be constituted by the Ministry of Education in consultation with the concerned Ministries and State Governments. The Union Education Minister should be the

Chairman of the Board. The Board should have representatives of the Planning Commission, of various Ministries of the Government of India dealing with social education, the National Council of Educational Research and Training, State Governments and Union Territories, important voluntary agencies of standing in the field of social (adult) education, of the University Grants Commission, and the Inter-University Board. Some prominent persons in the field of social education should also be nominated on the Board.

- (vii) The Board should have a separate administrative machinery to be provided by the Ministry of Education. It should have a whole-time Secretary.
- (viii) Besides, it should have a small study unit consisting of 3-5 experts who will survey the position from time to time and pose issues for consideration by the Board.
- (ix) The Board should constitute separate Committees for dealing with such important aspects of social education as literacy, production of literature for neo-literates, libraries etc. These committees should have the right to co-opt members.

4.5. It has been brought to our notice that the Ministry of Education have already given some thought to a proposal of a similar nature. The Standing Committee on Social Education, as it existed in December, 1961, reiterated its earlier resolution for the establishment of an All India Council of Social Education. Accordingly, a draft proposal for the constitution of the Council was prepared by the Ministry of Education and circulated to the State Governments with a view to obtaining their views. It is understood that the Governments of Assam, Bihar, Gujarat, Kerala, Maharashtra, Mysore, Madhya Pradesh, Orissa, Rajasthan, West Bengal and the Union Territories of Tripura, Delhi, Manipur, Goa and Pondicherry are in favour of setting up of such a Council. The Governments of Punjab and Andhra Pradesh, however, were of the view that the constitution of such a Council may not be necessary in view of the existing Standing Committee of the Central Advisory Board of Education on Social Education.

4.6. It is our considered view that the Standing Committee may not be able to fulfil the functions envisaged by us for the Board of Social Education as mentioned in para 4.4 above. We are of the opinion that setting up of a Board of Social Education alone is the answer to our needs and as a first step an Advisory Board, as proposed by us, should be set up as early as possible. The State Governments having already expressed themselves in favour of such a proposal, we would urge strongly that positive action in this direction may be taken without any further delay.

4.7. It may be relevant to mention, in this connection, that the Rajasthan Government recently enacted the Rajasthan Social Education Board Act 1961 after a Bill sponsored by a non-official Member on the subject was passed by the State Legislature. The main function

of the Board will be to act as a coordinating body with a view to encouraging and promoting social education programmes and activities of the various agencies working in the field of social education. This shows the way the wind is blowing and lends further support to our recommendation on the subject.

CHAPTER V

SUMMARY OF RECOMMENDATIONS

5.1. We would now summarise below our recommendations given in the Report at various places. Reference to page and para, where the recommendation occurs in the text, is given against each.

5.2. *Administration*

The Team is of the view that only an autonomous agency could execute the programme of social education effectively. We, therefore, recommend as follows :

(i) A Central Board of Social Education may be set up to advise on planning and execution of the programmes of social education, to coordinate them and to lay down standards at different levels.

(P. 43, para. 4.4)

(ii) The aims and objectives of the Board would be :—

(a) creating public opinion for social education ;

(b) encouraging formation of voluntary organisations ;

(c) taking effective steps to see that social education programmes are adequately financed ;

(d) securing public participation ;

(e) laying down standards for qualitative improvement of the various programmes of social education ;

(f) encouraging promotion of the supporting services of social education, such as production of literature, carrying out research, training, etc.;

(g) collecting statistics and publishing periodical reports ; and

(h) establishing coordination in social education work being carried on by different Ministries, State departments and voluntary agencies.

(iii) This Board should have independent staff capable of enthusing people for launching a movement which will not only bring light and learning to the people but will bring about a change in their way of life.

(iv) As a first step to the setting up of an autonomous organisation, an Advisory Board on Social Education may be set up, whose advice, by a convention, should be given due weight and, if there are no insuperable difficulties, should be treated as binding on all concerned.

(v) This Board may be constituted by the Ministry of Education in consultation with the concerned Ministries and State Governments. The Union Education Minister should be the Chairman of the Board.

The Board should have representatives of the Planning Commission, of various Ministries of the Government of India dealing with social education, the National Council of Educational Research and Training, State Governments and Union Territories, important voluntary agencies of standing in the field of social (adult) education, the University Grants Commission, and the Inter-University Board. Some prominent persons in the field of social education should also be nominated on the Board.

(vi) The Board should have a separate administrative machinery to be provided by the Ministry of Education. It should have a whole-time Secretary.

(vii) Besides, it should have small study unit consisting of 3-5 experts who will survey the position from time to time and pose issues for consideration by the Board.

(viii) The Board should constitute separate committees for dealing with such important aspects of social education as literacy, production of literature for neo-literates, libraries etc. These committees should have the right to co-opt members.

(ix) Similar Boards should be set up at the State, and in due course, at the Taluka, and Panchayat levels, if considered necessary.

5.3. *Adult Literacy*

I. *Promoting Literacy Programmes*

1. Literacy should be given its proper place in the comprehensive programme of social education. (p. 33, para 3.18)

2. There is an urgent need to create an atmosphere for wiping out illiteracy at all the levels for which the various media of publicity may be utilised. (p. 32, para 3.16)

3. It is necessary to promote an all-India movement for the abolition of illiteracy enlisting the support of political and educational leaders in the country. This movement needs to be set up at all levels of the country's administration—all-India, State, District, Block and Panchayat. It should have vital links with various types of people's organisations. (p. 33, para 3.18)

4. Literacy should not be treated as a responsibility of one single department. Each department of the State and Central Government should be required to report regularly and periodically to the Central/State Board of Social Education on its efforts to eradicate illiteracy from its own employees. (p. 37, para 3.40)

5. Adult literacy is largely a matter of leadership and while the emergency is on, we can utilise the newly aroused national consciousness to promote literacy provided proper leadership is forthcoming. The function of leadership in literacy is three-fold—to give the literacy movement a prestige which it badly needs, to integrate literacy ideologically into the concept of new India emerging from the old and to

make literacy into a popular movement, and to harness peoples' energy to fight out illiteracy. (p. 33, para 3.18)

6. Outstanding workers in the field of social education should receive the honour and prestige which normally comes to workers in other fields. (p. 34, para 3.24)

7. It may be desirable to enforce compulsion for the age groups 15-25 and 26-40 in suitable stages. (p. 34, para 3.24)

8. For the age group 11-14 suitable educational facilities (including continuation education) may be made at the adult literacy centres until universal elementary education is enforced. (p. 36, para 3.34)

II. *Role of Various Agencies*

(a) *Government Departments*

9. State Government should assess manpower requirements of various projects which create employment in the areas in which the projects will be located and promote literacy and other training programmes to enable the local people to qualify themselves for the job. (p. 37, para 3.39)

10. The State Governments may take up an integrated programme of education starting from the Fourth Plan. They may work out a coordinated and composite plan for various sectors of education. (p. 38, para 3.43)

11. The State Governments may draw detailed plans for school education for children of various age-groups with a programme of adult literacy for the population in the age-group 15-45 with a view to ensuring that, after, say 1975 or 1980, no adult is illiterate. (p. 38, para 3.43)

12. Literacy of primary school standard should be made compulsory for all class IV employees of the State and Central Government departments. Those illiterate employees who are below the age of 45 should be given a chance to acquire this standard of literacy within a specified period of 3-5 years. The department concerned should provide facilities for them to acquire literacy. Financial provision for such expenditure should be made in every department. (p. 37, para 3.37)

13. Adult literacy classes should be a part of the daily routine for prisoners in jails all over the country. (p. 37, para 3.36)

(b) *Panchayats and Local Bodies*

14. Panchayats in rural areas and municipal bodies in urban areas must take up the responsibility of promoting and imparting literacy. (p. 33, para 3.20)

(c) Educational Organisations

15. Educational organisations all over the country, including Universities, should fulfil a three-fold task in respect of literacy :

- (a) there should be a place within the reach of every illiterate adult where he can go to obtain literacy ;
- (b) the educational institutions should take up the responsibility of training a large number of people in teaching literacy to adults ;
- (c) educational institutions, particularly teacher training institutions and research institutions, should take up research into the methods of literacy and bring out instructional material of quality. (p. 33, para 3.19)

(d) Industrial Establishments

16. If the number of illiterate employees in an industrial establishment in the public/private sector is fairly large, it should be its responsibility to run adult literacy classes for such workers before and after the scheduled working hours, expenditure on which should be considered as a legitimate expense. (p. 37, para 3.35)

(e) Voluntary Organisations

17. Voluntary organisations should be encouraged and promoted, in large numbers at various levels to assist in the all-India movement for wiping out illiteracy. They should be assisted financially and given necessary technical guidance. (p. 41, para 3.54)

III. Personnel

18. Cooperation of the Headmaster/Headmistress and the resident school teachers may be enlisted for carrying out adult literacy programmes. A small committee may be constituted for the purpose on which local organisations (including Panchayats) are represented. The Headmaster/Headmistress may act as the Secretary of the Committee. (p. 31, para 3.13)

19. If residential accommodation in a village is not available for primary/middle school teachers, steps may be taken by the authorities concerned to provide such accommodation. Provision of free residential accommodation may be desirable for at least one school teacher as an incentive to enable him to assist in the adult literacy programme. Where the Headmaster/Headmistress is unable to stay in the village due to certain unavoidable circumstances, option may be given to the staff that at least one of them resides in the village. (p. 31, para 3.12)

20. The Headmaster/Headmistress or the resident school teacher should make arrangements that school premises are available, after school hours, for adult literacy classes to be conducted by the school teacher or by any other village organisation. (p. 31, para 3.13)

21. Only trained teachers should be employed for adult literacy classes. For school teachers, courses of short duration lasting 2-3 weeks may be adequate. In the case of other workers, training courses of 4-6 weeks may be organised. (p. 38, para 3.44)

IV. *Supervision*

22. The Social Education Organiser, the Headmaster/Headmistress of the local school should collaborate for purposes of periodic supervision/inspection of the adult literacy classes. If circumstances so demand, a suitable allowance may be sanctioned to the Headmaster/Headmistress for this purpose. (p. 32, para 3.15)

23. The School Inspector may hold periodical conferences in the villages to check on the progress of adult literacy. (p. 32, para 3.15)

V. *Training of Workers*

24. Teacher training institutions should organise adult literacy courses. (p. 38, para 3.46)

25. Schools for training of literacy teachers should be set up in each State on a long-term-basis. (p. 38, para 3.46)

26. Social Education Organisers' Training Centres should lay greater emphasis on imparting training for adult literacy programmes. (p. 38, para 3.46)

VI. *Syllabus*

27. A uniform syllabus for the first and second stages of literacy should be laid down for the State as a whole and for each language group. (p. 35, para 3.26)

28. The literacy course may be divided into several stages but the objective should be functional literacy and nothing short of it. At the end of each stage an examination may be conducted and a certificate given to each adult indicating his/her satisfactory attendance and achievement. (p. 34, para 3.23)

29. Every State Government should bring out a State Literacy Guide in which they should lay down details of facilities they are providing for people to acquire literacy and the cooperation they expect from the people and their organisations. (p. 34, para 3.21)

VII. *Literature*

30. There is urgent need for proper planning for the production of suitable books for adults in different stages of literacy. This project may be undertaken by a suitable agency, official or non-official which has necessary resources and expertise. (p. 35, para 3.29)

31. It is desirable that suitable books for social education workers and administrators be produced. (p. 35, para 3.29)

VIII. *Supporting Services*

32. State Governments should provide supporting services necessary for an effective literacy programme; (a) syllabus; (b) primers, readers and supplementary material; (c) handbooks; (d) audio-visual aids; (e) a common system and standard of examination in literacy; and (f) an effective library system. (p. 35, para 3.26)

33. A system of Public Library Service, as envisaged in the Report of the Advisory Committee for Libraries (1958), should be organised in every State as an integral part of their educational structure, giving service to neo-literates and literates alike. Enactment of library legislation, along the lines of the Model Library Act prepared by the Ministry of Education, may be taken up by each State Government immediately. (p. 36, para 3.33)

IX. *Continuing Education*

34. Proper arrangements should be made for further and continuing education by organising (a) adult schools; (b) evening colleges; (c) correspondence courses; and (d) refresher courses. State Governments should give grants-in-aid and other facilities to organisations prepared to take up such programmes. (p. 40, para 3.51)

35. Facilities for part-time/further education may be provided by the State Government for the age groups beyond 11 years, according to the different states of mental and physical growth, in order to clear the backlog of illiterate youth and adults. (p. 38, para 3.43)

X. *Research*

36. There is great need for research in social education relating to problems faced by field workers. (p. 39, para 3.49)

37. National Fundamental Education Centre is the appropriate organisation for coordinating research in this field. (p. 39, para 3.50)

XI. *Miscellaneous*

38. The Working Group on General Education, set up by the Ministry of Education, may take up the general programme of education, for the age groups not covered by primary education, on a 15-20 year basis, for the Fourth and succeeding Plans. (p. 38, para 3.43)

39. Funds for the age group 11-14 may be provided under primary education. (p. 36, para 3.34)

40. If with a given quantum of literacy effort, the literacy status of urban population can be improved much faster and to a greater extent than that of rural population the possibility of making use of the unutilised funds for the urban area may be explored. (p. 34, para 3.22)

41. In order to avoid duplication of efforts and for effecting economy of expenditure it would be desirable to bring about a close collaboration between the State Social Welfare Advisory Board and the State Education Department in respect of Social Education programmes for women. (p. 15, para 2.33)

42. It may be desirable, in due course, to make literacy a qualification for election to certain public offices in Panchayats, Panchayat Samities, Zila Parishads, etc. (p. 37, para 3.38)

APPENDIX I

(Ref: p. 1 para 1.1)

Terms of Reference of the Study Team for Selected Educational Schemes

- (a) To enquire into and report on the present position of various types of programmes undertaken at the Centre and in the States in the following sectors of education :—
 - (i) Teacher Training.
 - (ii) Social Education.
 - (iii) Rural Institutes.
- (b) Make suggestions on any aspect of the programme with a view to :—
 - (i) effecting economy and efficiency in the utilisation resources ; and
 - (ii) expediting the working of the programme.
- (c) The teacher training programmes may be studied particularly from the point of view of the requirements for :—
 - (i) enforcement of compulsory education for the age-group 6-11 ;
 - (ii) expansion of middle/junior high/senior basic education for the age group 11-14 ;
 - (iii) expansion of secondary education.
- (d) Social Education may be studied in relation to :—
 - (i) adult literacy and adult education programmes ; and
 - (ii) the work done by various agencies (government and non-government), and particularly the schemes of the State Governments, Ministries of Community Development and Cooperation, Education, Labour and Employment and the Central Social Welfare Board.
- (e) Rural Institutes may be studied to examine the aims and objectives of the institutes established in the Second Plan :—
 - (i) to see how far the objectives have been fulfilled ; and
 - (ii) to study the importance of the institutes in relation to requirements of trained personnel in rural areas and in other sectors of economy ; and
- (f) In addition to make such recommendations for improvement as may be relevant to the success of the programmes referred to above.

APPENDIX II

(Ref: p. 1 para 1.1)

Objectives of the Study

1. To examine the content of social education and to determine the place of adult literacy and other activities in the programme of social education in the context of present day needs.
2. To study the functions of the Social Education Organiser and/or Block Education Officer and to recommend such measures as are considered necessary for improving the work of organising literacy classes.
3. To study and to find out proper motivating factors necessary for maintaining the interest of adults in literacy programmes.
4. To examine the possibilities of utilising the services of village school teachers, college students and voluntary workers for the social education programme.
5. To examine the follow-up work including post literacy classes, reading rooms, libraries, adult schools etc., and to determine how they can be improved.
6. To study the feasibility of establishing adult schools to cover primary, middle and high school stages of education within a limited period and possibility of such education being combined with employment opportunities.
7. To study the methods of production and distribution of literature for the neo-literates produced by various agencies and to ensure their full utilisation.
8. To study the organisation of Central, District Libraries and integrated library service and their utilisation and to suggest measures for their optimum utilisation.
9. To study the production of audio-visual aids being undertaken by different agencies (Govt., semi-Govt. and private) with a view to co-ordination and economy in expenditure.
10. To examine the training programmes undertaken by the Ministries of Education, Community Development and Cooperation, Labour and Employment and Central Social Welfare Board in the field of social education.
11. To study the existing organisation for social education at various levels and suggest measures for its improvement.
12. To examine the role of voluntary agencies in the organisation of social education programmes.
13. To explore the possibilities of pooling together, under one institution, the social education work undertaken by different agencies—the Ministries of Education, Community Development and Cooperation, Labour and Employment, Central Social Welfare Board and voluntary agencies to make the programme more effective and useful.
14. To examine the methods of research and evaluation in social education.
15. To study the functioning of Janata Colleges and to recommend such measures as are considered necessary for the successful working of their programmes.

APPENDIX III

(Ref: p. 1 para 1.1)

Problems for Study

Educating the adults was taken up on a systematic basis more than a quarter of a century ago. But all the programmes initiated concentrated on making the adults literate. Adult education thus was identical with adult literacy. After we attained freedom, it became necessary to give education for democracy and hence the concept of social education, including a comprehensive programme of adult education. With the introduction of a comprehensive programme the social and cultural aspects of the programme became all-absorbing and adult literacy suffered by default. The position seems to be that the pendulum has swung to the other extreme and it is felt necessary to put greater emphasis on adult literacy in a programme of social education.

2. Social Education programmes are at present undertaken by the Ministry of Community Development and Cooperation, the State Departments of Education and the Central Social Welfare Board. Under the Community Development Ministry programmes are run in the various Blocks. The officer responsible for running the programme is called the Social Education Organiser, whose main function although originally envisaged to be pertaining to running a comprehensive programme of education, has of late considerably altered so as to make him a multipurpose worker carrying on the cultural programme and doing publicity of the C.D. programmes. His main work of organising literacy class by harnessing voluntary effort has become a matter of minor responsibility. The State Education Departments have varying types of programmes. In some cases a well-set programme, including literacy drive, library organisation, and using audio-visual aids is carried on. In other cases, it is just a kind of sporadic effort to organise here and there a few literacy programmes. There is also a system of aiding voluntary organisations which undertake this kind of work. The Central Social Welfare Board has a programme of its own and this is run in some places in the rural areas in the Community Development Blocks and in other places through Extension Centres organised by their own workers. There is here and there noticeable effort to coordinate social education work with other useful productive activity such as training women in tailoring, embroidery, etc. There is yet a fourth agency, the Ministry of Labour, which conducts adult education in coal mines and amongst trade union workers. While all these agencies seem to be active in their own way, the general effect does not appear to be any striking so far as progress in social education and particularly adult literacy is concerned. There also does not appear a workable coordination operating between these different agencies. All this requires examination so that efforts which are being made could be pooled together in a way as to make the social education programmes effective and useful.

3. During the course of some of our pilot studies we have been able to get an account of the activities of some of the voluntary organisations which have taken considerable interest from time to time in the organisation of various programmes. Some of these organisations have received adequate help from the State. There are others who are not only voluntary but have carried on these activities without receiving any financial aid. While both these types of agencies have to be encouraged, it seems necessary to give grants to both varieties so that they can widen the area of their activities and prove more effective. While doing this it is necessary to guard against mushroom organisations which crop up to serve some other ends. The problem of encouraging devoted workers needs fuller examination.

4. The question of providing suitable personnel for adult literacy programmes and follow-up have presented serious problems. The services of village school teachers, students of the college during summer vacations, and other voluntary workers have been utilised from time to time but the efforts have been rather sporadic and the success has depended largely on the personality of the individual selected to do the task. Most of the work often has been done in a mercenary spirit and there has not been a proper motivation of the adults so as to maintain their interest in educational programmes. So far as the women's side is concerned, motivation has been provided by linking the work of literacy classes with productive economic programmes. It requires study as to how and what kind of motivation would succeed in rural areas in general.

5(a). While the position of the village school teacher is still undisputed as the cultural and academic leader of the village, doubts are expressed regarding his ability to shoulder the full responsibility for adult education programmes. There may be various reasons for this but it requires examination as to why his services cannot be utilised with advantage in adult education programmes. The question of follow-up is very important and effective steps do not appear to have been taken to encourage adult literates to keep up their literacy programmes and not regress to illiteracy as often happens. A suggestion about establishing schools for adults to cover Primary, Middle and High School stages of education in a modified form within a limited period requires close study. The possibility of such education being combined with employment opportunities also needs examination.

5(b) Certain pioneering experiments like Janata Colleges & Community Centres have been tried but have not proved successful for various reasons. It would be worthwhile examining the reasons for the failure of schemes with any potentiality with a view to determining if there is any scope for further examination in programmes of such a nature.

6. In connection with the work of literacy, suitable literature for adults has been produced by various agencies. In some cases absolutely private enterprises have been made, sometimes with Government aid, at other times without aid. Government have also directly got some literature prepared. Distribution of this literature has unfortunately not been well-organised resulting in wastage of production efforts.

7. The organisation of central libraries and integrated library services needs to be studied and examined. States have established central libraries, district libraries and in some cases suitable mobile library services for rural areas. In course of our pilot studies we came across some very useful library services working effectively with limited resources and limited accommodation, whereas in other cases we found magnificent buildings with big offices and ample equipment but with inadequate stock of books and haphazard organisation so far as library service is concerned. We have also noticed that where books are being collected either as a result of State legislation for collecting books compulsorily published in different languages or as a result of State grants and voluntary donations, particularly in the Central libraries of State Governments, physical facilities for housing them and for looking after them by technical personnel have been often wanting. The whole question of collection and distribution needs close study.

8(a) Audio-Visual aids are being widely employed in the programmes of social education. Production of these aids is undertaken by the Union Ministry of Education at four Institutes in Delhi, viz., National Institute of Audio-Visual Education, National Fundamental Education Centre, National Institute of Basic Education and Central Institute of Education. But there appears to be no coordination between them resulting in duplication of efforts and expenditure on equipment, etc.

(b) Some State Governments like U. P. have also their film production centres where audio-visual aids are being produced. There does not appear to be any coordination between the States and the Centre in this matter. The question, therefore, for examination would be not only the coordination between various agencies at the Centre itself, but also between the Centre and the States. There is some arrangement of training personnel at the Central Institute, but how far the States have taken advantage of this and how far the trained personnel has been utilised for the purposes for which it was trained requires examination.

APPENDICES IV TO IX

These appendices containing the various proformae mentioned below which were circulated by the Team to the State Governments and concerned agencies have not been printed :

- Appendix IV. Proforma for collecting information on Social Education from State Governments.
- Appendix V. Proforma for collecting information from Libraries.
- Appendix VI. Proforma for Adult Literacy Centres.
- Appendix VII. Proforma for Mahila Mandals.
- Appendix VIII. Proforma for Youth Clubs.
- Appendix IX. Proforma for Social Education Organiser's Training Centre.

APPENDIX X

(Ref: p. 10, para 2.17)

*Central Assistance sanctioned to
Voluntary Organisations in the Second Five Year Plan*

(Rupees)

State.	1956-57	1957-58	1958-59	1959-60	1960-61	Total
1. Andhra Pradesh . . .	..	11,250	4,740	2,000	2,764	20,754
2. Assam . . .	16,474	27,522	16,929	..	..	60,925
3. Bihar . . .	..	17,913	3,100	..	11,020	32,033
4. Gujarat . . .	..	..	..	..	..	..
5. Jammu & Kashmir . . .	..	..	..	..	..	..
6. Kerala . . .	76,136	28,573	20,000	16,837	..	1,41,546
7. Madhya Pradesh . . .	..	..	..	..	..	..
8. Madras . . .	..	..	..	..	..	..
9. Maharashtra (Bombay)	1,37,217	11,224	60,009	..	25,000	1,79,450
10. Mysore . . .	1,38,607	..	1,00,000	..	40,000	2,78,607
11. Orissa . . .	..	..	..	..	..	..
12. Punjab . . .	4,850	17,935	3,360	3,660	..	29,745
13. Rajasthan . . .	1,80,960	51,006	36,894	40,000	..	3,08,860
14. Uttar Pradesh . . .	19,000	43,380	..	..	5,000	67,380
15. West Bengal . . .	1,78,016	1,74,491	85,135	18,127	2,01,470	6,57,239
<i>Union Territories</i>						
16. Delhi . . .	40,938	1,16,268	6,339	22,228	8,806	2,14,579
17. Himachal Pradesh . . .	..	10,440	..	..	..	10,440
18. All India Organisations . . .	1,23,861	18,129	2,13,383	79,500	1,23,294	5,58,167
TOTAL . . .	9,16,059	5,48,131	4,95,889	1,82,292	4,17,354	25,59,725

APPENDIX XI

(Ref : p. 9 para 2·20)

Second Plan Allocation and Expenditure on Social Education Schemes in the States

Sl. No.	State	Total			Adult Education			Libraries			Production of Lit.			Audio-Visual Aids			Other Schemes*		
		Allo- ca- tion	Ex- pen- diture	Short- fall %	Allo- ca- tion	Ex- pen- diture	Short- fall %	Allo- ca- tion	Ex- pen- diture	Short- fall %	Allo- ca- tion	Ex- pen- diture	Short- fall %	Allo- ca- tion	Ex- pen- diture	Short- fall %	Allo- ca- tion	Ex- pen- diture	Short- fall %
1	Andhra Pradesh	21.30	15.22	28.6															
†2	Assam . . .	4.75	4.49	0.54															
3	Bihar . . .	54.56	14.75	73.0	13.69	3.07	77.6	16.41	9.64	41.3	..	..	..	..	..	..	24.46	2.04	91.6
4	Gujarat . . .	12.74	9.29	27.1	6.79	1.40	79.6	1.00	5.41	..	4.95	2.37	52.1	..	..	..	..	0.11	..
5	Jammu & Kashmir	5.80	1.98	65.8	..	..	..	5.80	1.00	81.0	..	..	..	..	0.88	..	..	..	..
6	Kerala . . .	25.20	11.89	52.8	..	..	..	19.55	8.88	55.0	..	..	..	5.65	3.01	46.7	..	..	..
7	Madhya Pradesh	48.62	12.76	73.8	25.57	5.79	77.4	17.31	3.15	81.8	4.74	1.46	70.0	1.00	1.44	..	..	0.92	..
8	Madras . . .	2.37	23.36	..	0.87	3.72	..	..	9.53	..	1.50	0.11	92.7	..	..	..	..	..	..
9	Maharashtra	25.50	10.51	58.8	9.02	3.16	65.0	14.22	6.97	51.0	..	..	..	1.26	0.14	88.9	1.00	0.24	76.0
10	Mysore . . .	..	4.51	..	..	4.51	..	..	..	..	..	..	..	..	..	..	..	..	..
11	Orissa . . .	17.37	12.02	30.8	4.06	3.35	17.5	5.00	4.75	5.0	4.50	2.47	45.1	0.94	0.52	44.7	2.87	0.93	67.6
12	Punjab . . .	25.50	10.64	58.3	5.24	1.19	77.3	18.50	7.90	57.3	..	..	..	1.76	1.24	29.5	..	0.31	..
13	Rajasthan . . .	37.80	8.00	78.8	7.00	4.62	34.0	9.00	0.18	98.0	3.00	..	..	4.80	3.20	33.3	14.00	..	..
†14	Uttar Pradesh	13.98	11.99	14.2	5.25	3.93	37.1	..	..	..	2.24	1.86	17.0	6.49	6.20	9.9	..	..	..
15	West Bengal	55.65	99.40	..	11.40	10.22	10.3	11.31	53.98	..	2.94	0.59	80.0	..	1.53	..	30.00	33.08	..

Union Territories

1	Delhi	10.06	3.97	60.5	..	1.69	..	0.78	0.47	39.7	0.35	0.10	71.4	2.23	0.10	95.5	6.70	1.61	76.0
2	Himachal Pradesh	9.67	6.92	28.4	..	..	..	7.42	5.43	26.8	..	..	..	2.25	1.49	33.8	..	..	..
3	Manipur	2.58	1.51	41.50	..	..	..	1.50	0.79	47.3	0.23	0.22	4.3	0.85	0.50	41.2	..	..	..
4	Tripura	3.03	3.19	..	..	..	..	1.27	1.35	..	0.20	0.20	..	0.59	0.52	11.9	0.97	1.12	..
TOTAL		.376.48	266.40	29.30	88.89	46.65	47.50	129.07	129.43	..	24.65	9.38	61.90	27.82	20.77	25.30	80.00	40.36	49.50

NOTE.—*Other Schemes include Janata Colleges, Assistance to Voluntary Organisations etc.

†A provision of Rs. 35.56 lakhs was made for library schemes, since the expenditure figure is not available it has not been included in the statement.

‡A provision of Rs. 16.29 lakhs was made for libraries but information regarding the expenditure incurred on the item is not available. This item has not been taken into account for calculating the overall shortage.

APPENDIX XII

(Ref : p. x, para 2.31)

A Note on Women's Condensed Courses

1. It is estimated that the country's woman-power requirements for the Third Plan period is 8,34,090. Women teachers constitute the largest portion of this need (3.22 lakhs) followed by social welfare workers (1.58 lakhs), health visitors (1.31 lakhs) nurses and midwives (1.17 lakhs). The Central Social Welfare Board started the scheme of the Condensed course of training for adult women in 1958. The objective of the course is to provide employment avenues to women who are otherwise destined to a life of drudgery and unskilled labour. The scheme envisages training of competent workers required for national reconstruction.

2. Under this scheme women in the age-group 20-38 years, who have had some schooling at any stage, are prepared for a recognised examination of Middle school/High school standard within a short period of two years. The courses are being run by voluntary organisations and a grant of Rs. 30,000 is provided by the Central Social Welfare Board for each course. Each batch consists of 25 trainees who are provided hostel facilities and pocket money of Rs. 10 p.m. For non-residential candidates the stipend is Rs. 20 p.m. Besides, the grant includes salary for two teachers, rent of Rs. 100 p.m. (or Rs. 5,000 building grant in lieu of rent) and an educational equipment grant of Rs. 1,000 per term of two years.

3. During the Second Plan period (1956-61) 216 condensed courses were run in 14 States and 3 Union Territories. During the Third Plan period (upto 1st March 1962) 272 condensed courses were started in 14 States and 5 Union Territories.

4. A sample study was made of condensed courses in 19 institutions located in 7 States and 1 Union Territory by the Team (Madras, Mysore, West Bengal, Maharashtra, Rajasthan, Bihar, Madhya Pradesh and Delhi). In all 19 institutions were visited and details collected for 22 batches of the courses, of which 14 batches were being prepared for middle school examination and the remaining 8 for High School examination.

5. The study of the Condensed Course Centres visited by the Team is classified under the following heads:—

- (i) Staff
- (ii) Building and Equipment
- (iii) Finance
- (iv) Results
- (v) Follow-up
- (vi) General observations.

6. *Staff*.—Detailed information collected for 59 teachers in 19 institutions shows that there were 33 full-time teachers and 26 part-time teachers. The qualifications of the teachers indicate that out of 59, 8 were post-graduates, 22 graduates, 17 matriculates, 2 middle passed and the remaining 10 were diploma holders in domestic science, tailoring, etc. Only twenty six teachers (43%) were trained.

7. Regarding salaries, out of 33 full-time teachers, 18 were receiving a standard salary of Rs. 150 p.m. 2 teachers, above Rs. 150, 5 teachers between Rs. 100-150 and the remaining 8 teachers between Rs. 50-100 p.m. In the case of part-time teachers, out of 20, 9 received a salary between Rs. 40-50; 6 between Rs. 50-75 and 5 upto Rs. 30 p.m. In all, there were 6 honorary teachers, 2 each in Delhi, Jaipur and Indore.

8. It is evident that, except in the case of 18 teachers, no fixed criterion was adopted with regard to pay scales in relation to qualifications. For example, one matric teacher (Kanya Gurukula, Madras) received the standard salary of Rs. 150 p.m. whereas a post-graduate Headmaster (Abla Ashram, Mysore) was getting the same salary. A Sahitya Ratna teacher (Matri Mangala Kendra, Rajasthan) was receiving Rs. 155 p.m. In case of part-time teachers there was no co-relation between qualifications and salary, for example, a graduate teacher (Vanita Sadan, Mysore) and a Matric retired school master (State Rescue Home, Jaipur) were both receiving a pay of Rs. 50 p.m.

9. The pay scales do not correspond with the prevalent scales in the regular schools. As an example it may be stated that in Mysore, the scale for post-graduate, graduate trained, and untrained graduate teachers in the regular Government and non-Government High Schools is Rs. 250-20-500, whereas in the Condensed Course (Abla Ashram, Mysore and Vanita Sadan, Mysore), M.As, graduate trained and untrained graduate teachers, were all in the same scale of Rs. 150 p.m.

10. *Buildings.*—Of the 19 institutions visited, 13 had their own buildings and the remaining 6 were housed in rented buildings. The accommodation made available for the Condensed course was in 11 cases a big hall, where all the students were taught. In 8 cases there were two rooms provided for the courses. In only 10 institutions there were hostel arrangements for the trainees.

11. The accommodation provided for teaching purposes was not adequate for the efficient working of the classes. It was stated that the funds provided for the purpose (rent Rs. 100 p.m. or the building grant of Rs. 5,000) were inadequate.

12. *Equipment.*—Condensed courses run in the rural areas were poorly equipped (Mahila Mandal, Jakkur, Bangalore; Matri Mangal Kendra, Sikar, Rajasthan). In 11 institutions, they had allied educational activities like nursery classes, tailoring, and handicrafts training and primary and middle schools. It was observed that in such cases equipment and furniture of the attached schools were also utilised for the Condensed courses.

13. In seven of the institutions, subjects like Domestic Science were also taught. Except in the case of two centres, there were no arrangements for laboratory work and demonstration. In two cases the laboratory equipment of the regular attached schools was utilised. It was evident, therefore, that in the absence of laboratory equipment, only the theory portion was taught which handicapped the work considerably.

14. *Finance.*—The standard budget of Rs. 30,000 provides for stipends for residential and non-residential trainees, salary of two teachers, educational equipment, building rent, etc. It was brought to the notice of the Team (Abla Ashram, Mysore, Saroj Nalini Association, Calcutta and Bombay Maratha Samaj, Bombay) that the funds available are not adequate to meet the necessary expenses *e.g.*

- (i) There is no provision in the budget even for part-time clerical staff which is considered necessary for maintaining accounts and for other administrative work.
- (ii) There is no provision for medical facilities for the trainees.

- (iii) The uniform pattern of grant given to institutions located in rural and urban areas poses certain problems. The high cost of living and shortage of accommodation in the urban areas result in squeezing of expenditure under heads like stipends, equipment, etc.
- (iv) The amount of stipend is regarded as inadequate to meet the normal expenses of trainees.

15. *Results.*—Out of 355 trainees who were enrolled during the year 1958-60, 1959-61, 53 (14.5%) dropped, 302 students appeared for the examination of which 193 (57%) passed, 73 (21.5%) failed and the remaining 32 dropped. Thus the overall wastage is nearly 36%. The highest percentage of pass candidates (92%) was in Madhya Pradesh (Sri Krishna Shiksha Samity, Jabalpur) whereas in West Bengal, (Saroj Nalini Dutta Association, Calcutta) was at the bottom (26%). The reasons given for failure and drop-outs were the poor standard of teaching, the unfortunate circumstances of trainees, their advanced age, absenteeism due to family troubles, and change of teachers in the mid-term. In some of the institutions (Sri Krishna Shiksha Samiti, Jabalpur; State Rescue Home, Jaipur) it was noticed that some of the intelligent and hardworking trainees were allowed to appear in the final examination in the first year itself and the trainees came out successful.

16. *Follow-up.*—It was observed that except in the case of a few institutions there was no proper follow-up. Though the Central Social Welfare Board is making efforts, through the State Boards, to find employment for successful candidates of the condensed courses, no set pattern has yet been evolved.

17. An analysis of the follow-up programme indicates that of 193 successful candidates, 67 students were employed as craft teachers and in other allied jobs, 30 had gone for higher studies, 26 for primary teacher training, 8 for nursing and 4 for gram sevika training. No information was available for the remaining 58 students.

18. *General observations.*—It was brought to the notice of the Team that the general standard of the trainees was poor. Moreover, there is a considerable gap between the last schooling and the present one. It becomes difficult, therefore, for the trainees to prepare for public examinations. Again, due to the special circumstances of the trainees, they deserve to be taught by specially qualified and experienced teachers which the scheme fails to attract on account of low salaries and the temporary nature of the jobs.

19. Another important factor which hinders the successful implementation of the scheme is the lack of employment facilities. Though the C.S.W.B. gets an agreement from the trainees for serving in the villages it was found that no special efforts are made nor any facilities given by the departments concerned.

APPENDIX XIII

(Ref: p. 15, para 2.45)

A Note on Adult Education in the Indian Army

Organisation

1. Education in the Army is the responsibility of the Army Educational Corps which functions under the overall control of the Military Training Directorate at Army Headquarters.

2. The Army Educational Corps is headed by the Director of Army Education who, assisted by his staff/officers, is directly responsible for the planning, organisation and execution of Army educational programmes and for the administration of the Corps.

3. The Army Educational Corps consists of Commissioned Officers, Junior Commissioned Officers and non-Commissioned officers who are trained as instructors in method of adult education and are attached to all units and formation Headquarters in the Army for carrying out the educational programmes laid down by Army Headquarters.

4. The minimum educational qualifications prescribed for AEC instructors are as under:—

(a) Officers: MA/MSc. with a teaching degree or diploma.

(b) JCOs/NCOs: BA/BSc.

5. Personnel of the Army Educational Corps are trained as instructors at the AEC Training College and Centre, Pachmarhi, which runs various types of teaching courses including a B.Ed. Course, for which the College is affiliated to the Saugar University.

6. The AEC Training College and Centre also runs post-graduate diploma courses in Library Science, Audio-Visual Education and Military Music, for which purpose it is affiliated to the Saugar University.

7. In addition to the personnel of the Army Educational Corps, the AEC Training College and Centre also trains unit education instructors who assist the AEC Instructors in imparting education to the jawans.

8. Special types of courses have been introduced at the AEC Training College and Centre for field education of jawans during the present emergency. The aim is to prepare the soldier mentally and intellectually to face the new situation on our Himalayan borders.

9. In addition to education instructors, bandmasters in military music are also trained at the Military Music Wing of the AEC Training College and Centre. This Wing not only caters for the needs of the Army, the Navy and the Air Force, but also trains a number of civilian trainees detailed by Indian State Governments and by friendly neighbouring countries.

Syllabi

10. Army education is imparted in five progressive stages as shown below along with their civil equivalents:—

Five stages

Civilian equivalent

(a) Recruits' Test.

(b) Army Third Class Certificate of Education Examination.

Class IV

- | | |
|---|---------------|
| (c) Army Second Class Certificate of Education Examination. | Class VI |
| (d) Army First Class Certificate of Education Examination. | Class VIII |
| (e) Army Special Certificate of Education Examination. | Matriculation |

11. The medium of instruction is Hindi in the Devnagiri Script for the first four certificates of education and English for the last one.

12. These certificates of education are recognised as equivalent to the civil standards indicated against each by the Central and State Governments and various Boards and Universities in the country, and are very helpful to the soldier for re-employment in civil life after his release from the Army.

13. The first four certificates mentioned in para 11 above are connected with the pay and promotion of soldiers, which affords to them and incentive to pass these examinations.

14. Besides these certificates, instruction in the English language is also imparted to the personnel belonging to technical Armed Services and others who wish to learn this language.

15. Instruction in English is divided into three progressive stages as under:—

- (a) Army Third Class English Certificate Examination.
- (b) Army Second Class English Certificate Examination.
- (c) Army First Class English Certificate Examination.

16. Instruction in English is based on the Basic English Course with a vocabulary of 850 words and such other words which are commonly used in the Army. The three examinations mentioned above cover 275, 600 and 850 words respectively.

17. Syllabi for the various Army Educational Examinations mentioned in the foregoing paragraphs are prepared and issued in the form of an Educational Training Directive by Army Headquarters. The Educational Training Directive is revised from time to time to ensure that Army education keeps abreast of the latest trends in education in the country and abroad.

18. The syllabi include all the subjects taught in civil schools including science which is a compulsory subject for all Army educational examinations.

Text Books

19. Text books for teaching Hindi language have been produced by the A.E.C. Training College and Centre. These text books are based on the latest methods and technique of language teaching. A special type of Hindi text book has been prepared for teaching Hindi to non-Hindi speaking recruits.

20. Suitable text books for other subjects are selected from the open market and are prescribed by Army Headquarters.

Libraries and Information Rooms

21. Libraries and Information Rooms are maintained. A regular annual library grant is sanctioned for this purpose.

22. In addition to books purchased by units, books specially suited to jawans are supplied from time to time.

23. During the present emergency, special provision has been made by Army HQ to supply at regular intervals a large number of books, magazines and periodicals to troops located in forward areas.

24. A series of pamphlets bearing on present relations with China and other neighbouring countries and on the geographical, political and economic aspects of our Himalayan frontiers, has been designed and is being produced in large numbers by Army Headquarters. These are supplied regularly to all units and formations of the Army for the field education of jawans.

25. The vast net work of unit libraries, the Information Rooms and the special provision of literature for the field education of troops are a very important feature of educational activity in the Army. These provide plenty of opportunity to jawans not only for their intellectual development, but also for the fruitful employment of their leisure.

Co-curricular Activities

26. Equal emphasis is laid in the Army on both class room education and co-curricular activities which are considered essential for the all-round development of a soldier's personality.

27. Besides games and sports and physical training which have their own important place in a soldier's military training, the following types of co-curricular activities are usually carried out in all units and formations:—

- (a) Group discussions, debates, lectures, brains trust and symposiums on current topics.
- (b) Cultural activities such as dramas, play-reading variety shows, dances and music recitals.
- (c) Visits to places of historical and industrial interest.
- (d) Training in hobbies and handicrafts.

Teaching Methods

28. The methods employed in educating the illiterate and semi-illiterate adult soldiers in the recruit training centres are a combination of formal class room instruction and a certain amount of informal education. Regular classes are held for teaching the three R's to the recruits but in addition to this the adult soldier attends short talks on current affairs, General Knowledge, Regimental History and the elements of Citizenship. More emphasis is always on formal class room methods as far as preparation for various Army certificates of education is concerned. It is only when a recruit has passed his Recruits' Test (or a higher Army certificate of education in case he has already had some education in civil life) that he can be posted to a unit as a trained soldier. In effect, there are no illiterates among the combatant trained soldiers in the Army. The methods of instruction in Army units for the trained fighter are again a combination of class room instruction and informal education in the form of group discussions, debates, lectures, visits to places of interest, arts and crafts, drama, musical recitals and visits to unit libraries and information rooms.

Conclusions

29. Education is thus an important aspect of the overall military training of the soldier and is imparted to him throughout his service in the Army. The aim of Army education is to educate an individual as a soldier, as a citizen and as a man. To fulfill this aim, syllabi are prepared and educational programmes laid down by Army Headquarters.

30. These programmes are executed by the personnel belonging to the Army Educational Corps who are trained in the latest methods of education at the A.E.C. Training College and Centre, Pachmarhi.

31. Army education not only makes an individual a better soldier and citizen, but also enables him to find suitable employment in civil life after his release from the Army.

APPENDIX XIV

(Ref: p. 24, para 2.61)

Third Plan provision for Social Education in different States

(Rs. in lakhs)

Sl. No.	State	Adult Literacy	Libraries	Production of literature	Audio-Visual Aids	Other Schemes	Total
1.	Andhra Pradesh	..	15.91	..	..	..	15.91
2.	Assam	5.00	15.00	..	..	..	20.00
3.	Bihar	6.07	31.97	2.86	..	..	40.90
4.	Gujarat	..	25.10	..	..	..	25.10
5.	Jammu & Kashmir	1.50	3.70	..	..	..	5.20
6.	Kerala	..	10.00	..	..	0.28*	10.28
7.	Madhya Pradesh	24.50	10.00	3.00	4.00	..	41.50
8.	Madras	20.00	50.00	..	..	..	70.00
9.	Mahasashtra	5.31	5.00	2.50	..	..	12.81
10.	Mysore	..	2.93	..	..	..	2.90
11.	Orissa	7.00	18.40	3.00	..	..	26.40
12.	Punjab	..	2.22	..	..	..	2.22
13.	Rajasthan	6.10	0.00	1.50	..	1.35†	18.85
14.	Uttar Pradesh	6.10	29.97	0.84	5.88	..	42.79
15.	West Bengal	46.52	91.52	1.15	..	20.81‡	160.00
TOTAL		128.00	321.69	14.85	9.88	22.44	426.86

Union Territories

1	Delhi	1.32	1.02	..	..	0.88@	3.22
2	Himachal Pradesh	2.00	1.00	..	..	..	3.00

*Appointment of District Social Education Officers.

†Strengthening of District Social Education Organisations.

‡Training Institutions of Social Education, Community Recreational Centres, Women's Education etc.

@Assistance to Voluntary Organisations.

APPENDIX XV

(Ref : p. 25, para 2·64)

Administrative Pattern for Social Education in Various States

States	Departments dealing with the subject	Designation of Officers exclusively in-charge of Social Education				
		State level	Divisional level	District level	Block level	Village level
Andhra Pradesh.	Education Deptt. and Planning Department.	No separate officer.	..	D.E.O.	B.D.O.	S.E.O. (Under the Education Department).
Assam . . .	Education Deptt. and Panchayat and Community Development Department.	State Social Education Officer.	..	District Social Education Officer.	Dy. Inspector of Schools and B.D.O.	S.E.O. and Sub-Inspector and Assistant Inspectors for Social Education.
Bihar . . .	Education Deptt. .	Jt. Director of Education.	4 Divisional Social Education Officers.	District Social Education Officer.	S.E.Os. . . . .	..
Gujarat . .	Education Deptt. & Rural Development Department.	Deputy Director of Education.	..	Deputy Educational Inspector.	S.E.Os.	..
Kerala . . .	Education Deptt. and Community Development Deptt.	..	Social Education Officer each for 3 Districts, Under Education Department for technical guidance.	.. ..	Panchayat Extension Officer (for men only).	Gram Sevika & Gram Sevak.
Madhya Pradesh.	Dte. of Panchayats & Social Welfare.	Deputy Director for Social Education.	..	Distt. Panchayat & Welfare Officer.	Two S.E.O's in a block for Social Education.	..
Madras . . .	Education & Development Department.	..	..	Distt. Social Education Officer.	..	Panchayats.
Maharashtra .	Education Deptt. Cooperative & Rural Development Deptt.	O.S.D. . . . .	..	Deputy Educational Inspectors.	Assistant Educational Inspectors.	S.E.O's (Under Education Department).

APPE IX XV

(Ref : p. 25, para 2.64)

Administrative Pattern for Social Education in Various States

States	Departments dealing with the subject	Designation of officers exclusively incharge of Social education				
		State level	Divisional level	Dirict level	Block level	Village level
Mysore	Education Deptt., Development and Rural Local Admn. Deptt.	..	..	(1) Distt. Exec. Offi- cer of the M.S. A.E.C.* in old Mysore Areas. (2) D.E.O. in Bom- bay Karnatak Area, Karnatak. (3) D.S.E. Organi- ser in certain Distts.)	(1) Taluk Execu- tive Officer. (2) Asstt. Dy. Edu- cation Inspec- tors. (3) S.E.O. of De- velopment De- partment.	..
Punjab	Education Deptt. & Community De- velopment Deptt.	Youth Welfare Offi- cer & Asstt. Direc- tor (T.T.).	Four Circle Social Education Officers.	..	..	..
Rajasthan	Do.	Deputy Director of S.E.	..	Inspector of Schools	Education Extension Officer of the Edu- cation Deptt. (General Primary Education also).	..
Uttar Pradesh	Education and De- velopment Depart- ment.	Education Expan- sion Officer.	...	Adult Education Officer.	..	..
West Bengal	Education Depart- ment and Develop- ment Department.	Chief Inspector of Social Education.	..	Distt. Social Edu- cation Officer.	..	S.E.O's.

*Mysore State Adult Education Council.

APPENDIX XVI

(Ref: p. 34, para 3.25)

Supporting Services at State Level

(Annexure C of letter No. F. 33-11/62, S.W.I. dated 22nd September, 1962 issued by the Education Ministry to the State Governments.)

The total volume of work at State level can be estimated on the basis of the figures for the District.

In order to ensure that the literacy programme runs in a coordinated manner throughout the State, appropriate machinery will be necessary at the State level. Its task would be:—

- (a) to prepare a syllabus on the basis of the one recommended by the Ministry of Education with such modifications as are necessary to suit local conditions for First and Second stage of literacy and to enforce it in all literacy classes conducted in the State,
- (b) to prescribe a method of literacy and to prepare Primers, Readers and supplementary material on the basis of that method for First and Second stage of literacy classes in the State and to make them available to all literacy classes,
- (c) to prepare Guide Books for literacy teachers,
- (d) to prepare material for the literacy campaigns, like appeals, hand-books for camp organizers, etc.,
- (e) to evolve a system of use of projected Audio-Visual aids and to maintain a State Library of films, film strips, etc.,
- (f) to prepare non-projected aids like posters, flannelgraph materials, charts etc., for use in literacy classes,
- (g) to publish a journal for neo-literates,
- (h) to maintain an effective library system as a part of the follow-up programme,
- (i) to prepare, publish and supply follow-up literature for neo-literates,
- (j) to prescribe registers, forms of returns, etc., for literacy work,
- (k) to evolve a common system and standard of examination in literacy and to prescribe certificates to be issued, and
- (l) to maintain a supply line to reach the village level and to build up administrative links.

APPENDIX XVII

(Ref: p. 35, para 3.26)

Syllabus for the first test (stage) in Social Education (adapted from the Bombay Syllabus)

[Annexure A to letter No. F. 33-11/62, S.W.I. from the Ministry of Education to the State Govts.]

I. Language

(1) Reading :

Reading any primer and any simple book (not very different from the Departmental First Reader). Reading the headlines of the newspapers and simple sentences clearly written on the blackboard. Conjunct consonants of most frequent occurrence need only be introduced.

(2) Writing :

Writing simple sentences with common words, not containing conjunct consonants ; signing one's own name, and writing one's full name and address, as also names of nearest relatives and things commonly used. Writing a short letter containing simple everyday news. The adult should be able to write each word separately. Use of full point.

II. Arithmetic

1. Simple Arithmetic :

- (a) Counting up to 100 (arranging groups of 10, up to 100).
- (b) Writing and reading number up to 100.
- (c) Multiplication tables of 2×5 ; 3×5 and 4×5 only.
- (d) Idea of a fraction : $\frac{1}{2}$, $\frac{1}{4}$, $\frac{3}{4}$. Writing these in the *reghi* symbols.
- (e) Adding and subtracting of numbers upto 20 only.

2. Practical Arithmetic :

(1) Idea and recognition of :

- (a) All coins and currency notes up to Rs. 10.
 - (b) Seer, Tola, Paylee, etc. (The local weights and measures). The adult should be able to find the weight of a given thing and to weigh a thing of a given weight.
 - (c) He should be able to measure grain by paylees and seers and keep a note of the quantity measured.
 - (d) A yard, a foot and an inch. He should be able to measure the length of a given piece of cloth.
 - (e) In rural areas, he should have a rough idea of a bigha and an acre.
- (2) Giving change for a rupee after deducting a given amount.
- (3) Simple calculations required in practical life with the help of tables already studied.

III. Health and Hygiene

- (a) The importance of cleanliness—effects of uncleanness with special reference to any unclean habits prevalent in the locality. Personal cleanliness (body and clothes) and social cleanliness.

- (b) Sanitation—how and why to keep surroundings clean. Disposal of waste matter, rubbish, etc. Trench and bore-hole types of latrines.
- (c) Balanced diet—what it includes, suitable diet for children, adults and patients.
- (d) Importance of pure water—dangers of impure or dirty water.
- (e) Need of rest, use and misuse of rest. Exercise for young and old. Sleep-duration of sleep for children and adults.
- (f) Regularity of life, health habits.
- (g) Mental health.
- (h) Importance of proper light and ventilation.
- (i) The common diseases. How to prevent them. Popular but wrong ideas and beliefs about diseases.
- (j) Maternity, pre-natal and post-natal care, bringing up children (for women).
- (k) First-Aid to the injured (Elementary).

IV. General Knowledge

(A) Civics :

The family—the home—how based on the principle of cooperation, Family Planning.

How we are governed.

Local self-government—local board—gram panchayat.

Local officers and their duties—policeman, patel, etc.

Duties and rights of citizenship—respect for law and order.

Elections, the vote, what it means.

(B) History :

1. Stories from the epics.
2. Incidents or stories from local history and lives of saints and great men of India.
3. Story of our struggle for independence.

(C) Geography :

The cardinal points—finding them during day and night—

The seasons, almanac, tides, moonrise. etc.

The local geography from the economic points of view—resources, imports and exports.

Important regions in India—the people, their occupations.

What we grow, what we import and what we export.

(D) Every Day Science (in urban areas) :

Science in everyday life—some information in broad outline of the various appliances and machines, etc., usually met with.

(E) Practical Knowledge :

- (a) The post office letters, money orders. etc.
- (b) The postal Saving Bank. National Saving Certificates. etc.
- (c) Reading a calendar.
- (d) Telling the time from a watch or clock.

- (e) Evils of drinking.
- (f) Information about the nearest schools, police stations, post offices, dispensaries, hospitals (human and veterinary). Co-operative banks. Social education centres, agricultural farms, etc.

V. *Principles and Practice of Cooperation*

Importance of the Principle and Practice of Cooperation in Life.
Activities of the Cooperative Department.
The Cooperative Shop. The Cooperative Bank.
Dangers of indebtedness.

VI. *Recreation*

Bhajans, songs, garbas, fugadils, local games and Kavi Sammelans. etc.

VII. *Local Crafts and Handicrafts*

APPENDIX XVIII

(Ref: p. 36, para 3.31)

A Note on Libraries

A library is one of the key institutions and an important supporting service in the social education programme. During the Second Plan, a provision of Rs. 428,28,31 lakhs was made for social education out of which Rs. 186.42 lakhs (44%) were allocated for libraries. During the Third Plan Rs. 327.69 (63%) have been provided for libraries out of a total provision of Rs. 518.81 lakhs made for social education. A Statewise study of financial allocations and the expenditure incurred during the Second Plan is quite revealing (Appendix XI). The maximum allotment for libraries was made to Jammu & Kashmir (100%), followed by Kerala (78%), Himachal Pradesh (77%), Punjab (73%), U.P. (26%). Gujarat and Delhi got the least (8%).

2.2. So far as the all-India picture is concerned, there was an overall shortfall of 51.4% in the actual expenditure incurred on this item. The highest shortfall was in the case of Rajasthan (98%), followed by Madhya Pradesh (81.8%), J. & K. (81%), and Punjab (57.3%). Orissa recorded the least shortfall of 5%, whereas West Bengal and Gujarat recorded an excess of expenditure to the tune of Rs. 4.6 lakhs and 4.41 lakhs respectively.

3.3. During the Third Plan provision has been made for further developing the existing four National libraries in Delhi, Calcutta, Bombay and Madras, for strengthening the State libraries and increasing the number of libraries at the District and Taluka levels. In addition, libraries in the educational institutions would be further improved and strengthened.

4.4. With regard to States, Andhra Pradesh, Mysore and Punjab have made a provision only for libraries under their social education programmes, whereas Kerala has provided 97%, Bihar 78%, Assam 75%, J. & K. 71% and U. P. 70% for libraries. Delhi would be spending only 26% on this item (Appendix XIV).

5.5. Detailed information has also been collected about membership, book stock, staff and their salaries employed in different categories of libraries. A brief review is given below:

(i) State Libraries: Out of a total of 12 State libraries, such information is available only in the case of 7. Membership in these libraries ranges from 1,000 to 5,000 except in the case of Delhi Public Library which has a membership of over 45,000; the lowest being in the case of Himachal Pradesh with 725 members only. Five of the libraries do not charge any membership fee but a security deposit is required by all of them except in the case of Delhi Public Library.

Of the seven libraries, four have a staff strength ranging from 5 to 12, two from 15-20. Delhi Public Library has a staff of 43.

There is a considerable variation in the pay scales of the libraries staff. In Bihar, the scale ranges from Rs. 200-400, in Himachal Pradesh Rs. 250-750, in Madras and Andhra Pradesh Rs. 300-800 and in Maharashtra Rs. 425-600. The Director of Delhi Public Library is, however, in the scale of Rs. 700-1000.

So far as the stock of books is concerned, there is considerable variation from State to State—Bombay 1,68,850, Delhi 16,68,381, Hyderabad 1,48,966, Madras 1,04,180, Patna 52,968, Chandigarh 49,593 and Solan 13,083. The

average stock of books per 100 members range from 100 to 1,000. The circulation of books is highest in the Punjab with an annual borrowal of 833 per stock of 100 books, the lowest in Bihar with a borrowal of 27. The State Library with corresponding figure of 106.

Five of the State libraries have furnished adequate information regarding income and expenditure for the year 1960-61. No Central grant is received by these libraries. The State Libraries of Hyderabad and Gwalior receive a grant of Rs. 50,000 each in the shape of other grants. The expenditure on books in these five libraries ranges from Rs. 20,000 to 30,000, which is 17%—35% of the total expenditure.

(ii) *Regional Libraries*: Adequate information is available only for 6 regional libraries. Membership in the case of the two big libraries, (State Library, Dhanbad; Central Library, Gwalior) ranges from 2,000 to 3,147. In the case of other four libraries (Central Public Library, Patiala; State Regional Library, Guntur; Govt. Central Library, Kalimpong; City Central Library, Hyderabad) the range is 240-780. Five of these libraries do not charge any subscription fee, the only exception being the Central Library, Patiala, where all of them require security deposits ranging from Rs. 5 to Rs. 15 per annum.

Librarians of these libraries are graduates with Diploma in Library Science (one of them being an M.A.). In two libraries, there are only three members, in three of them, there are 12 and one has a strength of 18. The pay scales of librarians are in the range of Rs. 100-200 (Hyderabad and Dhanbad); Rs. 200-450 (Gwalior, Patiala, Kalimpong); Rs. 325-700 (Guntur).

The average stock of books in the five libraries is 35,720, the stock varies from 71,514 (Gwalior) to 9,578 (Dhanbad). The stock of books per 100 members in the four libraries is 6,648; 4,239; 2,274 and 479.

The number of borrowals per hundred members in two libraries is 100 and 2,135.

The main source of income is the State grant. No Central grant is received by these libraries. The average expenditure on books in the four libraries is below Rs. 10,000, whereas in the fifth (State Regional Library, Guntur) it is Rs. 53,000.

(iii) *District Libraries*: Information is available for 21 such libraries. The membership range for six of them is 200-500, in the case of seven it is 500-1,000 and for another five above 1,000. In 18 of these libraries no subscription is charged. Fifteen libraries charge a security deposit according to the category of members.

In 15 of the above libraries, the average staff is from 1-3; in five of them there are four staff members each. In the remaining one library, there are 12 members of the staff. The librarians are trained except in the case of the District Library (District Central Library, Hazaribagh, Bihar).

There is a wide disparity in the pay scales of librarians—in two libraries it is in the range of Rs. 30-65, in another two between Rs. 70-140, in six of them between Rs. 90-175, in the remaining 11, the range is between Rs. 140-200.

The average stock of books in 19 libraries is 10,887 volumes varying between 3,400-34,000. In the two big libraries (District Library, Zalawad, Gujarat; Govt. District Library, Yeotmal, Maharashtra) the stocks range from 2,000 to 34,000. The average stock of books per 100 members varies from 22 to 8,636.

The circulation range is highest in the District Library, Chittorgarh, Rajasthan with an annual borrowal of 883 per stock of 100 books, the corresponding figure for one of the libraries in Bihar is 27 against the average of 276 borrowals per stock of 100 books in a year.