

COMPILATION OF THE REVIEW REPORTS
ON THE PACE AND PROGRESS ON
THE IMPLEMENTATION OF THE
NATIONAL LITERACY MISSION
IN THE STATES

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FOREWORD

The subject 'Education' is in the concurrent list of distribution between the Union and the State Governments. However, in the larger perspective of national integration as also keeping in view the need for ensuring equity in access to educational opportunities for all sections of the population, it has been the general practice that all major schemes are conceptualised and formulated at the central level, guidelines for operationalisation alongwith provision of funds are issued at the central level; although their implementation is left to the State Governments/UTs. The National Adult Education Programme launched on 2nd October, 1978, which is now being implemented as the National Literacy Mission with effect from 5th May, 1988, is an example of such a scheme.

It has been felt necessary to conduct periodical reviews at the State/UT level by deputing individual officers or teams of officers with a view to ascertaining the pace and progress of implementation of such scheme. Consequently, and in the wake of the approval of the National Literacy Mission by the Union Government, a programme for conducting such reviews was drawn up and responsibility for conducting the review was assigned to different officers working under the National Literacy Mission Authority. In pursuance of this, and being also in overall charge of planning and evaluation of the work of the Mission, I had the occasion to undertake indepth reviews between June, 1988 till date in the States of Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Uttar Pradesh, West Bengal and Tamil Nadu. For this purpose, a detailed questionnaire covering all aspects of implementation of the Mission was designed and sent to all State Governments/UTs. A copy of the questionnaire has been placed at Annexure I for facility of ready reference.

The central objective behind conducting such review was not to find fault in the manner of implementation by any State Government but to understand their problems, constraints and difficulties in implementation of the Mission in a proper perspective and to come to their help by taking timely corrective measures as may be necessary in respect of each State/UT. Besides, all the reviews have been conducted in a totally participative manner involving pooling and sharing of knowledge, information and skills for wider dissemination. The reviews have also been conducted in a climate of total openness and the contents of the review reports were made known to the officers of the State Literacy Mission Authorities before finalisation.

All these review reports are now being brought out in shape of a compendium so that they are available at one place for reference.

L. MISHRA
DIRECTOR-GENERAL, NLM

I

ANDHRA PRADESH

REPORT OF THE REVIEW OF THE STRUCTURE AND ACTIVITIES OF THE DIRECTORATE OF ADULT EDUCATION, ANDHRA PRADESH, HYDERABAD IN THE LIGHT OF IMPLEMENTATION OF NATIONAL LITERACY MISSION

Date of Review : 13 June, 1988

The Directorate of Adult Education, Andhra Pradesh, Hyderabad is located at Ravindranagar Colony, Khairatabad, Hyderabad in a three storey building with a total plinth area of 5,653.5 Sq. ft. This is a residential building which has been taken on hire w.e.f. 1 September, 1986 on a monthly rent of Rs. 8,000/- and the working environment is hardly conducive to the smooth running of a public office on account of the following reasons :

- (i) The size of the rooms is extremely small and bulk of the space has been occupied by furniture leaving thereby very little space for staff.
- (ii) There is no room for being used as a Committee-cum-Conference room or some space where short-term training-cum-orientation can be organised for the Field functionaries of adult education.
- (iii) There is no separate space for record room. Consequently all the records have been dumped here and there in an unplanned manner consuming thereby lot of space and presenting an ugly appearance.
- (iv) Lot of old, unused and damaged furniture has been dumped in a portion of the second floor, consuming thereby lot of space which could have been utilised more profitably otherwise.
- (v) On account of the architecture of the building which is residential in character lot of space has been left vacant and it can't be put to any effective use.
- (vi) Lot of space has been occupied by the wooden racks and wooden tables. These should be replaced by ladder-type steel racks which can go up to the wall in height and provide more space for keeping records. Similarly wooden tables may be replaced by steel tables which will occupy less space
- (vii) I am given to understand that the office of the Director of Adult Education was earlier functioning in Red Hills area with more or less the same accommodation. I am given to understand that the earlier accommodation was insufficient and accessibility of the area was poor. However, after inspecting the present accommodation I am hardly convinced that this can be an ideal location for the office of the Director, the State Literacy

Mission. We should immediately go in for accommodation which should fulfil the following requirements :

1. The room size should be large with built in cup-boards for keeping records, which should be well lighted and ventilated.
2. There should be provision for a Committee-cum-Conference room and also some space where short term training-cum-orientation courses can be conducted.
3. The planning of the building should be such as it would facilitate close supervision of one division or desk by the supervisory officer in the pattern of Lakhina's Ahmednagar experiment.
4. The Director, Adult Education and State Mission Director is advised to explore the possibility of hiring suitable alternative accommodation which will fulfil the following requirements, in consultation with the Secretary, Education Department.

I am further given to understand that the Directorate of Higher Education is shifting its present location to some other new building of their own. In that event the accommodation which will be vacated by the Directorate of Higher Education may be allotted to the Directorate of Adult Education. The personal attention of the Education Secretary, Government of Andhra Pradesh has been drawn to this.

The following is the present staffing pattern of the Directorate :

Director	1
Joint Director	Nil
Deputy Director (G)	1
Deputy Director (M)	1
Deputy Director (VA)	1
Asstt. Director (G)	1
Asstt. Director (M)	1
Asstt. Director (VA)	1
Accounts Officer	1

I am given to understand that the post of Joint Director which was sanctioned by the Government of Andhra Pradesh during February, 1987 has not yet been filled up on account of the ban order issued

by the State Government. A large number of posts in Class III and IV category are lying vacant on account of these ban orders. This has considerably hampered the smooth and efficient running of the office. There are 7 sections in the office and each section is in charge of an Office Superintendent.

Two formal office orders have been issued : one dealing with distribution of work amongst the senior level supervisory officers and the other dealing with distribution of work amongst the junior level supervisory officers. Copies of these orders should be furnished.

In terms of the order issued by the Bureau of Adult Education in April, 1988, Andhra Pradesh has been given 'A' category status in the plan scheme for strengthening the administration of Adult Education. Under this the Directorate will be entitled to have the following staff.

Director	1 (No extra)
Addl. Director/Joint Director	1
Deputy Director	2
Assistant Director	4
Jr. Accounts Officer	1
Office Superintendent	1
Accountant	1
Office Assistant	1
Statistical Assistant	3
Programme Assistants	3
Stenographer	1
L.D.C./Typist	2
Peon	1

The scheme also envisages sanction of the following staff for district level structure for 'A' category districts in Andhra Pradesh.

Deputy Director	1
Statistical Assistant	1
Office Assistant	1
Steno-typist	1
Programme Assistant	1
L.D.C.	1
Driver	1
Peon	1

Category 'B' Districts

Deputy Director	1
Statistical Assistant	1
Programme Assistant	1
L.D.C.	1
Peon	1

In consideration of the proposal sent by the Director to the State Government and from the State Government to the Government of India full complement of posts for the District-level structure (Category 'A'—20 and Category 'B'—3 districts) has been sanctioned. For the state level structure, however, only a limited number of posts have been sanctioned

(ostensibly keeping in view the number of posts already existing in the Directorate). The new posts sanctioned are :

Addl. Director	1
Assistant Director (MPFL)	1
Office Superintendent	1
Programme Assistant	1
Office Assistant	1
Stenographer	1
L.D.C.	2
Peon	1

Category 'B' Districts

Deputy Director	1
Statistical Assistant	1
Programme Assistant	1
L.D.C.	1
Peon	1
Machine Operator (Roneo operator) /Assistant	1

Within one week of the sanction the Director has submitted proposal to the Secretary, Education Department for filling up of all the sanctioned posts (10).

The scheme is being fully funded by the Central Government and it is crucial for the implementation of the National Literacy Mission. The State Government are yet to issue formal sanction orders in respect of all the 10 posts in respect of State-level and 8 posts in respect of district-level. They are also yet to post incumbents against the post of Additional Director. The personal attention of the Education Secretary has been invited to this.

The Director apprehends that these additional posts may not be filled up due to existence of ban order issued by the State Government. He is already experiencing several constraints in his functioning due to non-filling up of the following sanctioned posts for a long time back.

Assistant Director	2
Statistical Assistant	1
U.D. Stenos	3
Senior Assistants	3
Junior Assistants	3
Typists	4
Attenders	4

It is imperative, therefore, that the ban order should be lifted and except the post of Additional Director, the Director is authorised to fill up the remaining posts, while the State Government can take expeditious steps to fill up the post of Additional Director by recruiting the person who is educationally qualified, experienced, has the perception, organising ability and dedication to work in the field of Adult Education. The personal attention of the Secretary, Education Department has been drawn to this important issue.

Out of 3 Deputy Directors, two were drawn on deputation from the Department of Women and Child Welfare and the other from the Department of Higher Education. The Assistant Director was a direct recruitee to the post of A.P.O. and he has been promoted as P.O. I am given to understand that ad-hoc rules have been prepared and approved by the State Government in respect of Supervisors, A.P.Os, P.Os and Deputy Directors.

Unlike in other states, the post of District Adult Education Officer is being manned in Andhra Pradesh in all the 23 Districts by an officer of the rank of Deputy Director, Adult Education. Of the 23 Deputy Directors, Adult Education, some were drawn on deputation from other departments like School Education, Higher Education, Agriculture, Cooperation, Medical and Health, Women and Child Welfare etc. Some were promoted from the category of A.P.O./P.Os and some as D.A.E.Os.

There are a number of plus points in drawing the services of officers on deputation from other developmental departments, the most important of which is the wealth of experience of that department which also helps in bringing about a process of integration between the Adult Education and development programmes of the concerned department.

TRAINING

From amongst the senior officers of the rank of Assistant Directors/Deputy Directors numbering 27, only some have undergone training. The Director is requested to send proposal to the Directorate of Adult Education, New Delhi for arranging training in respect of the remaining officers in a systematic and phased manner. No register has been kept to indicate the number of officers who have undergone the training and name of each officer who has undergone such training. This would have helped in identifying the backlog in training.

Mechanism for Supervision and Control of the Subordinate/Field Officers

One uniform questionnaire has been designed for the inspection of the offices of the Deputy Directors/Project Officers by the Directorate on the pattern of the questionnaires being followed by other Heads of Departments of Education like Department of School Education/Department of Higher Education for the inspection of their Subordinate/field officers.

Perused the format. It is more administrative than activity oriented in as much as the activities which take place in the Adult Education centres starting with attendance and acquisition of the skills of literacy and numeracy and also integration of Adult Education with other development departments has received less importance than administrative matters like management of the project, outlay and expenditure under different heads etc.

There is no mention about the visit of the Supervisor to adult education centres, activities of the centre supervised and the report submitted after

supervising the centre at his/her disposal. Similarly, there is no mention of the linkage of basic literacy and post literacy and continuing education. Even the column dealing with supply of teaching and learning material does not deal with the supply of post-literacy materials.

The present Director has assumed charge on 31-10-1987 and has so far visited 4 offices of the Deputy Directors. The names of the offices of the Deputy Directors and the dates on which they were inspected by the present Director are shown below :

1. Deputy Director of Adult Education, Visakhapatnam 19 and 20 November 1987
2. Deputy Director of Adult Education, Srikakulam 20 and 21 November, 1987
3. Deputy Director of Adult Education, Rajahmundry. 6 and 7 April, 1988
4. Deputy Director of Adult Education, Vijayawada 1 and 2 June, 1988

One of the important gaps and omissions in the report is that the observations and findings of the report have been made with reference to perusal of records and registers kept in the office of the Deputy Director and Project Officer and not with reference to what is happening in the field. In a programme of this nature which is highly decentralised and scattered over a vast area there is always scope for pilferage and leakage, the inspection of an office should always be supplemented by actual checks in the field with a view to verifying the entries in the reports and returns which are compiled in the office with reference to the actual state of affairs in the field. This will not only enhance the credibility of the report but will also improve the image of the Directorate as also of the programme as a whole.

Yet another glaring revelation which came out in the course of my review is that for a long interregnum of 3-4 years no inspection of any Deputy Director's office was conducted.

In the case of inspection of the office of the Deputy Director of Adult Education, Vijayawada on 1st and 2nd June, 1988 the Director himself had the occasion to record that the Deputy Director has not visited even a single adult education centre from June, 1986 to March, 1987 and not visited even a single post-literacy centre from April, 1985 to April, 1987. This speaks volumes of the dereliction of duty on the part of the Deputy Director, Vijayawada. The Director has been advised to send a special report immediately to the Education Secretary on the work, conduct and performance of the officer in question so that necessary action can be taken.

While drawing services of the officers on deputation to adult education from other development departments has certain plus points, we can't obviously compromise with a situation of laxity, indifference and dereliction of duty. In all such cases it is advisable to order repatriation of deputationists with immediate effect failing which not only the office of

the Director of Adult Education but the programme as a whole will lose its credibility.

The Director has drawn up a schedule of inspection to the offices of the Deputy Directors between June to December, 1988 in accordance to which he proposed to cover as many as 12 offices of the Deputy Directors. In the schedule of inspection he may allot few offices to the Deputy Directors working in the head office, so that the offices of 23 Deputy Directors can be covered during the financial year.

All inspection reports should be kept properly in a guard file so that they can be easily traceable and the contents of the inspection reports can be easily correlated with the subsequent inspection reports.

One State map in a sheet of paper has been prepared and displayed on the wall indicating the following :

- (i) District boundary.
- (ii) Mandals covered by RFLPs and SAEPs.
- (iii) Mandals covered by VAs.
- (iv) Mandals partially covered; and
- (v) Mandals not covered.

There are 23 districts in Andhra Pradesh and each district has on an average 20 to 40 mandals. Some of the districts have as many as 65-66 mandals. All the mandals of a district have been numbered alphabetically facilitating the task of easy location in the map. In other words, at one glance an impassioned visitor is able to know the areas in the state which have been covered and which have not been covered. The general impression that one gets is that major portion of the State is yet to be covered either by RFLPs or by SAEPs or by voluntary agencies. The coverage under MPFL such as students (NSS, Non-NSS and NCC), employers and trade unions, ex-servicemen, NYKs etc. has not been indicated in the map. For this a separate map may be prepared so that the two maps taken together would give a complete picture of coverage of the state under NLM by different agencies.

Identical maps for districts also have been prepared indicating the number of mandals and the coverage of each mandal by RFLP or SAEP or voluntary agencies fully or partially, as the case may be. These maps have formed part of District Profiles prepared by the Deputy Directors and sent to the office of the Director of Adult Education. The Deputy Directors may be advised to enlarge the maps and prepare them as in the case of state-level map to facilitate immediate location of a project in a particular district by an outside visitor.

AREA OPERATIONAL PLAN

The Director has prepared a comprehensive statement which indicates names of the district, name of the project in the district and name of the blocks covered under NAEP from 1980-81 till 1987-88 and the blocks proposed to be covered from 1988-89.

The statement indicates that after introduction of the project approach of NAEP, projects have been made to shift from one area to another even though the task of eradication of illiteracy was not fully achieved in some of the blocks covered by in a project. This was the dominant trend till 1987-88 and such shifting was taking place on the recommendation of the State Board of Adult Education. The importance and utility of the area approach to adult education has been recognised from 1985-86 and the programme is currently in shape of projects in certain areas consecutively for a period of 2-3 years. Although this period is unduly long, the project has not been shifted to another area ostensibly on account of the fact that the objective of the project i.e. attainment of literacy has not been achieved. It is encouraging to note that not only the Director and the officers in the Directorate have understood sufficiently the importance of the area approach of adult education, but also have taken pains to explain the same to the field officers of adult education including the representatives of voluntary agencies on more than one occasion.

Perspective Planning for Coverage of the uncovered Area of the State

In my last review while emphasising the need for adoption of the area approach in National Literacy Mission, I had suggested that the State Government should identify the areas which have remained uncovered in the field of adult education so far and work out a rational and judicious allocation of uncovered areas amongst the agencies till cent percent literacy is attained in respect of that area.

As has been observed in the beginning, the state of Andhra Pradesh has sizeable number of adult illiterates (10 million) which is on the increase from year to year. A bare glance of the state of literacy would make it evident that large parts of the state have remained uncovered after nearly one decade of the adult education programme. There has been fresh accretion into the ranks of adult illiterates between 1981-88. The problem of eradication of adult illiteracy has, therefore, remained of a gigantic magnitude (on account of the very large number of adult illiterates) and the following two suggestions are worthy of consideration for a worthwhile solution of the problem :

1. Increase the number of projects for a wider coverage.
2. Mobilise and involve various agencies such as voluntary agencies, students, ex-servicemen, prison staff, ex-servicemen's welfare associations, housewife's organisations etc. in a big way.

In response to the observations made in my earlier report, the Directorate has prepared a state-level action plan in which it is proposed to set up 62 new projects in respect of RFLP and SAEP in addition to involving voluntary agencies, Nehru Yuva Kendras, Students and others the proposed expenditure being of the order of Rs. 962 lakhs. This proposal is yet to be formally submitted by the Directorate to the State Government.

The allocation in RFLP during the current financial year is extremely limited. Similarly, the allocation under SAEP which is in the State plan is also limited. It is necessary, therefore, to make out a strong case and place before the working group in the Planning Commission so that the objective of eradication of adult illiteracy in the State of Andhra Pradesh is achieved in a big way for 1988-89 and 1989-90 both under RFLP and SAEP and financial assistance to voluntary agencies is substantially stepped up.

Although complete parity exists in regard to number of RFLPs and SAEPS in terms of number of centres, the pattern of SAEP is yet to be revised to bring it in tune with RFLP. The Directorate has already sent proposal for revising the pattern of SAEP to the State Government on 29-4-1988. It is imperative that the State Education Department takes up the matter with the State Finance and Planning Department and eventually with the Central Planning Commission so that the pattern of SAEP is revised and it is implemented in the same manner as that of RFLP.

Other steps taken by the Directorate for the operationalisation of NLM

(a) Launching of mass campaign for involvement of various agencies in National Literacy Mission

A state level function was held on 5-5-1988 at Andhra Mahila Sabha, Hyderabad (A.P.) in which a mass campaign was launched by the Governor of Andhra Pradesh for the involvement of various agencies in the National Literacy Mission. Similar campaigns were also launched at the District and block level and reports have been received about such launching. A hand-out was issued by the Directorate on this occasion issuing an appeal to all sections of the society including voluntary agencies and others for their mobilisation and involvement in the National Literacy Mission. As an immediate sequel to the launching of the Mass campaign, and issue of the appeal, proposals from about 50 voluntary agencies with an area plan have been received and these proposals are being processed further.

(b) Preparation of State-level Action Plan (Spatial Plan)

A Spatial Plan for the State of Andhra Pradesh has been prepared by the Directorate and sent to the Government of India earlier in April, 1988 has now been revised and more comprehensive plan incorporating the profile of all the 23 districts i.e. existing infrastructure and institutional support to adult education, magnitude of the problem of illiteracy and what needs to be done for each district has been prepared. The district-wise position with reference to total population and break up of male, female, number of literates and illiterates and break of SC and ST which was prepared for the earlier spatial plan may be attached in the shape of statement to the present plan, so that at one place one gets a complete picture of literacy and illiteracy at one glance. This picture with a copy of the state literacy map with the format in which it has been prepared would constitute a complete state-level spatial plan.

(c) Preparation of Area Plans for all the 23 districts including the 2 Technology Demonstration Districts of Hyderabad and Adilabad.

For the preparation of detailed plan for the 2 districts, the Directorate of Adult Education, New Delhi has designed (a) a format containing village information schedule; (b) district information schedule; (c) district profile; and (d) district action plan which was sent to all the State Governments in April, 1988. Dr. V. Venkata Seshiah Additional Director of Adult Education, Government of India, New Delhi was assigned the responsibility of getting the action plans for Hyderabad and Adilabad districts prepared. He has in the meanwhile visited these districts and action plan has already been prepared. However, it needs a detailed write up which can be used as Action Plan. Information pertaining to the district information schedule and district profiles has already been compiled for the 2 districts. What is now required is to make use of these materials to prepare the district-level action plan in the light of the guidelines issued in my D.O. letter No. F.9-12/88 AE.1 dated 30-5-1988. The only additional information which will have to be incorporated into the Technology Demonstration District action plan is the extent of techno-pedagogic inputs required to be introduced in these 2 districts in the light of the environmental and infrastructural deficiencies obtaining in the adult education programme.

Additional action plan for the remaining 21 districts will also have to be prepared keeping in view the guidelines issued in my D.O. No. F.9-12/88 AE.1 dated 30-5-88. I understand that this has been received by the Government as well as in the Directorate. The Director is advised to send a copy of this to all the Collectors of the Districts as well as the Deputy Directors in-charge of Adult Education in the districts, and fix a target for completion of the task well before 30-6-88, so that copies of the action plans for all the 23 districts including that of technology demonstration districts can be sent to us by that date.

Constitution of State Literacy Mission Authority

Proposal for the constitution of a State Literacy Mission Authority with 25 members has been sent by the Director to the State Government on 6-5-88. This is yet to be constituted at the State level. The attention of the Education Secretary has been drawn to expedite the constitution.

Appointment of State Mission Director

Proposal for appointing the Director, Adult Education as the State Mission Director has been submitted to the State Government. The State Government is yet to issue orders in this regard.

Appointment of District Mission Leaders

Proposal for appointing the Deputy Directors of Adult Education as the District Mission Leaders has been submitted by the Director to the State Government and the State Government is yet to issue orders in this regard.

Review of R.F.L.P.

With the approval of National Literacy Mission by the Union Cabinet in January, 1988 the existing staffing pattern of RFLP has also been revised. The revised pattern envisages sanction of certain additional gazetted and non-gazetted officers and additional equipment.

The Director has already sought for the sanction of the staff and this is yet to be approved by the Government and the orders of the State Government for the appointment of staff are yet to be received. The personal attention of the Secretary, Education Department has been drawn to this.

The revised pattern of RFLP envisages reduced norms of supervision @8-10 centres per supervisor and this function has to be discharged by the Prerak. Detailed guidelines in RFLP incorporating these revised norms of supervision as also detailed guidelines for Jana Sikshana Nilayams and the role of Preraks have been issued to all the State Governments in February, 1988. The Director made me to understand that there were 200 vacant posts of supervisors and out of this he has already filled up 100 posts in February and March, 1988. 100 more posts of Supervisors are still lying vacant. Filling of the posts of Supervisors at a time when it constitutes a dying cadre and when the functions of the Supervisor are to be taken over by the Prerak does not appear to be in order.

The Director made me to understand that the vacancies of these supervisory posts were notified to the Employment Exchange about a year back and he had only acted in conformity with the action which was initiated by his predecessor. He further informed that the supervisors will be gradually absorbed as A.P.Os and Preraks. Our intention was not to appoint all incumbents of the dying cadre of supervisors automatically as A.P.Os and preraks but with proper scrutiny and after satisfying that only such supervisors as are in conformity with the norms and criteria for such appointment are appointed. Bulk of the supervisors today are appointed on district-wise basis whereas the prerak will have to be from amongst the local community. It is desirable that these norms and criteria are observed fully while considering the incumbents of the dying cadre of supervisors for absorption as A.P.Os and preraks.

Backlog of training to Adult Education Functionaries

I am given to understand that there is no backlog since all the 15,600 instructors have been given training.

In regard to supervisors and project officers it was clarified that training has been imparted by the Directorate by engaging Resource persons. The Director had to comply with this elementary requirement when the Department of Education, Osmania University which was the State Resource Centre for the State of Andhra Pradesh was actually defunct during 1985-88. It is necessary that recurrent inservice training of these functionaries such as supervisors, A.P.Os and P.Os is

taken up by the new S.R.C. i.e. Andhra Mahila Sabha and for this purpose a schedule of training be drawn up in a phased manner.

Planning and setting of Jana Shikshan Nilayams

The State of Andhra Pradesh has 26 RFLPs and 26 SAEPs with a total number of 15,600 Adult Education Centres. At the rate of 1 Jana Shikshan Nilayam for every 10 centres and 30 JSNs for each project, the total number of JSNs required for the Andhra Pradesh comes to 1,560. As against this we have sanctioned 370 JSNs during 1987-88 and the State Government sanctioned 280 JSNs for the SAEPs. The total JSNs comes to 650 approximately. Steps may therefore be taken to sanction remaining JSNs during the current financial year.

SETTING UP OF Jana Shikshan Nilayams involve the following :

- (a) Location of JSN centre.
- (b) selection and training of prerak.
- (c) purchase of equipment.
- (d) organising various programmes in JSN such as :
 - (i) Simple and short duration training.
 - (ii) Library-cum-reading room
 - (iii) Evening classes for upgradation of skills
 - (iv) Cultural and recreational activities
 - (v) Sports and adventure activities.
 - (vi) Dissemination of development information.
- (e) issue of instructions to all development functionaries for conducting seminars, training programmes and participation of adults in JSN.

The Director has submitted his proposal to the State Government in his Letter No. 12063/B2/87 dated 24-3-88 for the sanction of JSNs. The Director has compiled project-wise location of JSNs and sent the same to the State Government for approval. I understood that it is still awaited from the Government. This being the most innovative feature in the entire National Literacy Mission, the personal attention of the Secretary, Education Department has been drawn to expedite the sanction so that JSNs could be set up and commissioned.

Linkage of Adult Education with other Development Departments

Regarding linkage of Adult Education with other development departments, the Director stated that the Chief Secretary has issued a letter to all concerned development departments like agriculture, cooperation, animal husbandry and veterinary, women and child welfare, school and higher education, medical and health. They have been advised to extend full cooperation to the adult education programme. A copy of this circular could not be procured nor the extent of which the spirit of this circular has been implemented by the development departments could ascertained.

Media support and environment building for NLM

The Director stated that he had received the letter from the Government of India in which he was requested to create an environment conducive to literacy learning through :

- (a) regular programmes in AIR and Door-darshan.
- (b) involve creative thinkers, writers, artists etc. in the literacy programme by writing regularly in the newspapers, by organising theatres and nukkad nataks etc.
- (c) organising literacy jathas.

In turn, the Director has already communicated this to the Deputy Directors of Adult Education and Project Officers to identify such persons and prepare and send a list to us by which they can be requested to regularly contribute in the shape of write-ups as also giving talks and stage performances through A.I.R. and Doordarshan. About 10 Newspapers in English, Telugu and Urdu are being published from Hyderabad and other important cities and towns of the State which are having fairly large circulation. These newspapers need to be tapped for contribution in shape of articles on adult education and success stories in the field of adult education. Yet another important item for dissemination of information is by way of organisation of literacy jathas by students, youth, women, artists etc. The Director has been advised to draw up a detailed action plan for organising such literacy jathas in the same pattern as the Director, Adult Education has done in Karnataka. The Director may get in touch with the Director, Adult Education, Karnataka to obtain the details.

The State of Andhra Pradesh is also having a rich cultural heritage. During my last visit to Andhra Pradesh on 28-29 February, 1988 I had drawn the personal attention of the Chief Minister for harnessing this important item i.e. organising adult education through 'Harikatha' and 'Burra Katha'. The Chief Minister had also positively responded to this idea. The Director stated that he has already submitted proposal for organising such cultural troupes by involving an organisation viz. Social and Cultural Development Service Society, Warangal with a cost of Rs. 50,000 per annum. The cost has been estimated only to meet the cost on T.A. and D.A. (to enable the members to tour the districts for 2-3 days each) and not towards remuneration. The Director was confident that this activity is bound to promote active mobilisation of different agencies and also will create an environment which will be conducive to the National Literacy Mission.

Evaluation of Learning Outcomes

The Directorate of Adult Education, New Delhi has formulated the norms for testing the proficiency of an adult learner in reading, writing and arithmetic. The Directorate has adopted these norms and have designed proforma in which the reading, writing and arithmetic skills of adult learner are being tested by every instructor and a report being sent to the Project Officer. I

had the occasion to go through a couple of such test reports obtained from the City Project of Hyderabad (RFLP). The tests have been conducted with reference to the skills acquired by the learner in writing, reading and arithmetic. The writing skills are with reference to : (a) writing of alphabets; (b) writing of words with a couple of alphabets; (c) writing of sentences with a couple of words; and (d) ability to write sentences.

The statistical data in respect of the Adult Education centres for the whole state on the skills acquired by the adult learners with reference to reading, writing and arithmetic have not been compiled. The Director informed me that about one-third of the total adult illiterate enrolled i.e. 10 out of 30 are able to acquire some levels of reading, writing and arithmetic. It is necessary to establish close field contacts with the adult learners who are able to acquire the desired level of skills to find out as to how they are using their acquired skills in their day-to-day life. Simultaneously it is also necessary to establish contact with the adult learners who are notable to acquire the desired level of skills also with a view to informing them about the possibility of their upgrading their skills during the evening classes of JSNs. Without such awareness being inducted into the minds of the adult learners who are not able to acquire the desired level of skills, they may not be able to know that there is provision for upgradation of their skills in the evening classes of JSNs.

The norms laid down in the booklet published by the Directorate of Adult Education, New Delhi have since been liberalised and the revised norms have been incorporated in the National Literacy Mission. It is necessary, therefore, that in the light of the liberalised norms, the format for reporting the levels of acquisition of skills by the instructor is also revised. Secondly, it is desirable to compile the statistical data pertaining to the acquisition of such skills and the number of adult learners who have been able to reach that level so that this number could be used for statistical and trend analysis.

MONITORING

As soon as a project is sanctioned and before it starts functioning, the Project Officer sends an 'Initial Project Report' indicating a general profile about the functioning of the programme, target groups and their break-ups in terms of SC, ST and BC and their break-up in terms of age, sex, Scheduled Caste, Scheduled Tribe and Backward classes and the quantity of material supplied to the adult education centre etc. This is a one time report sent by the Project Officer to the Director under intimation to the Deputy Director of Adult Education concerned. This is followed by a quarterly project report which is more detailed and which gives a complete picture about the number of adult learners enrolled, break-up between SC, ST, Backward Classes and Oppressed Classes, average attendance at the centres, number of persons who have successfully completed the course on the basis of evaluation of their learning outcome, staff in position, staff required to undergo training etc. Since this quarterly report is expected to cover all aspects of NAEP, it needs to be

made out more exhaustive in terms of the activity and strategy of National Literacy Mission and more specifically the following aspects need to be introduced into the monitoring format :

- (a) Number of centres meant exclusively for SC, ST and women;
- (b) The trend analysis of the attendance of these learners;
- (c) The analysis of drop-outs;
- (d) The analysis of levels of literacy acquired;
- (e) The analysis of number of adult learners attending post literacy and continuing education through Jana Shikshan Nilayams.

The Director is sending the following reports to the Directorate of Adult Education at New Delhi.

- (a) Initial report.
- (b) Quarterly report; and
- (c) Annual report

The format of these reports also needs to be suitably revised keeping in view the objective and strategy of NLM and bringing into focus the needs and problems of learners in rural areas, those who are women and belonging to SC, ST community.

Liaison with the State Resource Centre

The Director and the State Resource Centre are expected to maintain close and constant liaison with each other in the field of implementation of National Literacy Mission. While the Director is expected to send complete feedback regarding location of AECs and JSNs, number of AECs and JSNs opened, lists of functionaries of the Adult Education programme (including the preraks of JSNs), the Director, SRC is expected to keep the Director of Adult Education informed about the progress in the production of instructional material and imparting training. Without such close liaison, understanding between the Directorate and the State Resource Centre, it is difficult to monitor the actual progress of the programme in regard to production of instructional material and training of functionaries. It is, therefore, necessary that the two functionaries exchange information once in a quarter, so that administrative and operational problems, if any, can be sorted out.

The Director should send detailed information regarding the location of centres and JSNs and list of functionaries, number of adult learners expected to have been enrolled in all the 15,600 adult education centres to the SRC so as to enable the latter to take up the production of teaching-learning materials. In turn the SRC should also involve the Directorate in pre-testing of teaching learning material before they are adopted. The problems in lifting of teaching learning material and its distribution after they have been produced may be brought to the notice of the Directorate. A time schedule for production and distribution of teaching-learning material should be worked out in close consultation of the Director and the State Resource Centre so that there is no delay and dislocation in the supply of these materials in the field.

Functional Literacy and courses for prisoners

The State of Andhra Pradesh has 4 central jails and 11 district jails and 736 sub-jails. In these, the actual number of prisoners is 7452 (7345 males and 107 females) of them 1079 (1056 males and 23 females) are under-trials, and remaining 6373 (6289 males and 84 females) are convict after trial. I am given to understand that regular educational programmes are going on in all the 3 central jails. No meeting seems to have been held between the Education Secretary and the Inspector General of Prisons to review the progress of the existing programme and to extend it to other district jails and sub-jails according to need. The attention of the Education Secretary should be drawn to this so that he action plan for conducting such programme inside the jails for the inmates could be drawn up in consultation with the I.G. of prisons and the existing basis of the literacy programme could be widened.

Library facilities for neo-literates in schools and colleges

The State of Andhra Pradesh is having a very strong library network and particularly a good base in the rural areas.

Administrative and Financial Powers of the Director of Adult Education and the State Mission Director—Need for more delegation

The Director of Adult Education has been given the rank and status of the Head of Department and enjoys certain delegated administrative and financial powers. He has been empowered to appoint staff against sanctioned posts upto the first level gazetted officer i.e. Project Officers in RFLPs and SAEPs and Assistant Directors in the Directorate. The Director is, however, not empowered to sanction any post in any category and proposals have to be submitted to the Government for the sanction of posts. His powers in regard to purchase of vehicles equipment, furniture, repairs and maintenance of building, vehicles and equipment, procurement of stationery, printing of various publications in the field of adult education are also extremely limited. In the context of speedy operationalisation of National Literacy Mission these powers need to be enhanced. Besides the Director faces the following operational constraints :

- (i) Restraint on his mobility has been imposed in as much as he can't take the vehicle beyond 150 Kms. He has to break the journey at that point and resume his duty. This limit needs to be removed.
- (ii) There is only one telephone for use for the whole office with officers and staff numbering about 50. This gives rise to difficulties in communication. Besides, the Director is not able to establish communication with his Deputy Directors (DABOs) as they have not been provided with any telephone. This aspect was reviewed by me during my last visit to Andhra Pradesh. There is, however, no provision for telephones in the plan scheme of strengthening of state and district level administration of adult education.

In view of this the State Government may make their provision for providing telephones to the Deputy Directors (DABOs). This is extremely important for the purpose of smooth and purposeful timely monitoring of data from the field.

In the scheme of strengthening of the district level administration the post of a Driver has been sanctioned by the Central Government, but no provision has been made by the State Government in the budget for the sanction of vehicles to the Deputy Director (AE). This has been done with the presumption that vehicles will be supplied by the State Government. This presumption may be got confirmed from the State Government and in case the State Governments are unable to provide the required sanction of

vehicle to the Deputy Director (AE) necessary proposals for the sanction of the same may be submitted to the Central Government. This is as much as telephones are essential for the purpose of better communication between the Head Office and the field office on the one hand and for the purpose of smooth monitoring of data from the field officers on the other.

Large number of circular orders and guidelines are being received from the Government of India in the Directorate. Copies of this are required to be sent to the district offices and projects. It is, therefore, imperative that a photocopier is supplied to the office of the Director to facilitate the task of obtaining copies quickly for prompt dissemination of information.

REVIEW OF NATIONAL LITERACY MISSION—ACADEMIC AND TECHNICAL SUPPORT TO NLM

ANDHRA MAHILA SABHA

The Andhra Mahila Sabha is a voluntary social service organisation established fifty years ago at Madras with the objective of engaging itself in the service of women, children and the physically and orthopaedically handicapped in the field of education, health welfare and rehabilitation services. The Sabha was registered as a Society on 23rd June 1948 under the Indian Societies' Registration Act. The policies, programmes and finances of this body are managed by a Trust Board consisting of eminent educationists and social workers. During the last five decades the Sabha has established a network of institutions dedicated to the field of health, family welfare, education, women's employment and creation of an environment in the field of literacy learning. In consideration of the long and distinguished record of service of the Sabha in the field of education in general and that of promotion of women's literacy in particular, and on the recommendation of the State Government of Andhra Pradesh, the Government of India accorded recognition to the Sabha to act as the Resource Centre for the State of Andhra Pradesh for providing academic and technical support to the adult education programme for the whole State excluding the districts of Hyderabad, Ranga Reddy, Nalgonda and Karimnagar which have been assigned to the Osmania University). The Sabha has one of its wings exclusively dedicated to the work of literacy, known as Literacy House, which has the following functionaries :

	No. of posts
1. Executive Director (Mrs Geeta Naidu)	1
2. Programme Officer (Mr Bhaskar Reddy)	1
3. Supporting staff	

The Literacy House has, amongst its various functions, taken up 450 Adult Education Centres (spread over in three blocks), namely, Metpalli (Distt. Karimnagar), Domakunda (Dist. Nizamabad) and Ibrahim Pattan (Dist. Ranga Reddy) at the rate of 150 centres per block. It has Non-Formal Centres in three blocks as below :

- 100 centres in Sircila (Karimnagar distt).
- 50 centres in Metpalli (Karimnagar distt).
- 50 centres in Vemula Wada (Karimnagar distt).

The Sabha has also been recognised as an institution for imparting training to the organisers of Awareness Generation Camps of the Central Social Welfare Board. Three such training camps have been conducted by the Sabha so far covering about 100 organisers. The training was conducted with the help

of resource persons who are selected with the assistance of State Social Welfare Board. The Sabha has maintained a list of such resource persons who are being utilised for organising similar activities.

In Summer 1986 when the Mass Programme of Functional Literacy was introduced the Sabha had taken the job of printing of 60,000 literacy kits for the volunteers of NSS and non-NSS and NCC on the behest of Osmania University which was the State Resource Centre for Adult Education during that year but was unable to prepare these kits in time. All the 60,000 kits have since been distributed to the student volunteers against the list supplied by the universities concerned.

In consideration of the existing inadequate staffing pattern for all SRCs and the imperative need for strengthening the SRCs for provision of effective, academic and technical support to the adult education programmes under the NLM, Government of India sanctioned, in addition to the post of Director, posts of

Programme Coordinator	1
Associate Programme Coordinators	2
Programme Associate	1
Research Fellows	2
Administrative Officer	1
Accountant-cum-Storekeeper	1
Electronic Technician	1
Graphic Artist	1

and other ministerial staff together with vehicle and other equipment for the audio-visual programmes in the middle of April 1988.

The above order had been received by the Sabha on 16-4-88 and thereafter they have taken steps for filling up of the post of Director and other staff in the following manner :

1. Constitution of a Selection Committee with the due approval of the Trust Board;
2. Issue of advertisement notifying the vacancies and inviting applications; and
3. Conducting interviews for actual selection of the incumbents to the posts.

In response to the advertisement issued, the Sabha has received applications from 11 persons for the post

of Director, 17 for the posts of Programme Coordinators, 37 for the post of Associate Programme Coordinators and 77 for Programme Associates. An interview was conducted for selection to the post of Director (1) and Programme Coordinators (3) on 13-6-1988 at 5.30 PM. While the Committee could not find any person suitable for appointment as Director it recommended two persons in order of preference for Programme Coordinators. The third post of Programme Coordinator is reserved for SC. The Committee will be meeting shortly to finalize the selection to the post of Associate Programme Coordinator, Programme Associates and Administrative Officer.

In regard to purchase of vehicle and equipments, I am given to understand by the Chairman of the Sabha that they are already in possession of a jeep (four wheels) which was donated by the World Literacy of Canada in the year 1982 and is being used by the Literacy House. With regard to purchase of audio-visual and other equipment, it was stated that the allocation of Rs. 20,000 which has been communicated is grossly inadequate as equipments like VCR, TV, electronic typewriter with arrangements for storing of data etc. would cost a minimum sum of Rs. 1,00,000/- together. To this effect the Chairman of the Sabha has sent a reply on 24-5-1988 to the telegram received from the Bureau of Adult Education. A sum of Rs. 45,000/- is available on account of payment of rent for use of private accommodation. Since the Sabha has got its own building it may not require to spend this amount which in turn could be considered for temporary adjustment against the purchase of the audio-visual equipment such as TV, VCR, tape recorder and cassette player. These are indispensable for the purpose of imparting training to a number of adult education functionaries.

The Sabha has received an additional allotment of Rs. 10,00,000/- for printing of 50,000 literacy kits during summer 1988 for distribution to student volunteers of different universities. In pursuance of this order and after receipt of the demand draft tender notice inviting sealed tenders has already been issued on 28-4-1988. The Chairman was confident that the 50,000 literacy kits will be ready by the end of this month. He, however, indicated that he is yet to receive formal requisition asking for prescribed number of kits from different universities of the State. He was requested to establish contact with the Vice-Chancellors of the universities and obtain the precise requirement of kits from each university so that after the kits are printed they could be distributed to the concerned quarters without any loss of time. This will be excluding the Osmania University which is preparing 30,000 kits for the student NSS units under that university.

Calendar of activities for 1988-89

The SRC has two main activities in relation to the National Literacy Mission. These are :

- (1) Production of teaching learning materials. This includes the followings :
 - (a) production of basic literacy and numeracy materials;

- (b) production of post literacy and continuing education materials;
 - (c) production of kits for MPFL; and
 - (d) production of charts, posters, preparation of slides, production of films etc.
- (2) Imparting training to the Adult Education functionaries, organising seminars, symposia, workshops which are relevant to National Literacy Mission.

The Secretary, Literacy House has prepared a comprehensive Action Plan for 1988-89 for NLM in response to my D.O. letter of 12-5-1988 and has sent the same on 31-5-1988. The Action Plan has been designed by Dr. K. Jagannath Sarma, Programme Coordinator of the State Resource Centre and is based on the model of the Deepayatan which is the SRC for Bihar. This covers a schedule of training programmes of the year and also a schedule of organising different workshops but does not include the schedule for production of instructional materials. The Sabha (SRC) has been allotted 19 districts of the State. Before they undertake the actual task of production of teaching learning materials they should first obtain a list of adult education centres under RFLP, SAEP, voluntary agencies all taken together total number of adult learners which might have been enrolled in these centres at the rate of one kit per learner, the total number of kits containing the basic literacy and numeracy materials, charts, posters, etc. as may be required for these centres. Since the Sabha does not have direct access to this information they should collect it from the Director of Adult Education. The Director, Adult Education from his side, apart from sending a list of centres and the number of learners for whom the basic literacy and numeracy materials, may also send a list of voluntary agencies, the area and the number of centres allotted to them so that instructional materials could also be prepared for these agencies as per their requirement. It may be advisable to issue a letter to all concerned, viz. Project Officers of RFLP and SAEP and the VAs as has done by the Director of Adult Education, Karnataka to purchase the entire requirement of teaching-learning materials from the SRC and not to take recourse to purchase from other private commercial producers.

The Deputy Director, Adult Education who was present at the time of review suggested that SRC may consider examining the instructional materials printed by the Directorate during 1985-87. Instructional materials which were designed by the erstwhile SRC, i.e. Osmania University got printed by the Directorate during 1985-87. The SRC is a voluntary agency and should have as much freedom and flexibility as may be necessary on the part of the voluntary agency to produce instructional materials of standard quality with least cost. They may, therefore, design their own materials which may be different from the materials as have been produced by the erstwhile SRC. This programme should begin in right earnest and the materials should be ready for distribution.

Training of adult education functionaries

The Director, Adult Education is reported to have furnished the complete list of all adult education functionaries who are required to be drawn by the SRC. In pursuance of this, the SRC has conducted the following training programmes :

S. No.	Name of the Training	No. of trainees	Venue	Duration
1.	Induction training of the Supervisors newly appointed by the Director of Adult Education The training has been conducted with the help of the functionaries of the SRC and the Directorate of Adult Education	86		3-4-88 to 6-4-88
2.	Training of APOs	46		2-5-88 to 7-5-88
3.	Master trainers i.e. Programme Officers of NSS under Mass Programme of Functional Literacy	300	Andhra Univ. Waltair	8-5-88 to 9-5-88

The SRC has taken the right initiative in starting the Training Programme of Adult Education functionaries in the beginning of the year even before receipt of the grant-in-aid. The following, however, are some of the gaps and omissions in the training programme.

(i) Most of the resource persons have been drawn from within the SRC and the Directorate of Adult Education. There is need for training more resource persons from other development departments and more particularly departments of women and child welfare and departments of social welfare (dealing with welfare of SC and ST, Department of Health & Family Welfare, dealing with immunisation, nutrition, maternity protection and child care).

(ii) The training curriculum does not include important areas concerning legal literacy programme and how to integrate adult education with other developmental programmes. These are important motivating factors for adult learners.

(iii) The whole thrust of the adult education programme in Andhra Pradesh will be on women. This is in view of the perilously low percentage of education in Andhra Pradesh, particularly in the Telangana Region. Our endeavour should, therefore, be to involve women as learners, as instructors, as POs and APOs and also as trainers/resource persons. In the training programme mentioned above not a single women resource person has been included. Hence forward women resource persons preferably well conversant

with the problems relating to health of the mother and the child should be involved in all the training programmes to be conducted by the SRC.

Implementation of adult education programme

In addition to being the SRC for the 19 districts in Andhra Pradesh, the Sabha has also been implementing centre-based adult education programme in the past. I was given to understand that they have been sanctioned 450 adult education centres in 1986-87. The details of the centre-based programme are as below :

Name of the centre	No. of enrolment of learners	No. of qualified learners
Metpally	4,500	4,270
Domakunda	4,500	4,295
Ibrahimpattan	4,500	4,135

The Sabha has also been sanctioned an additional 450 centres on 28th March 1988. I was given to understand by the Hon. Director of the Sabha that the process of implementation of the centre-based starting with the survey of villagers, arrangement of accommodation for the centres, selection of the instructors and imparting training has since been completed and the process of selection of the Project Officers has just been initiated. The Chairman stated that he was confident that the entire process will be completed by the third week of July and the programme can be commenced by the first week of August 1988. I was given to understand that a decision on implementation of three JSNs for three blocks (where the centre-based programme will be taken up) and a formal proposal to this effect to the Government of India for sanction would follow shortly.

Evaluation of learning outcome under basic literacy and numeracy

The Hon. Director of the Sabha as also the Programme Coordinator indicated that they are well aware of the norms and procedures laid down by the Directorate of Adult Education, New Delhi for conducting the tests to ascertain the levels of literacy and numeracy and that the outcome has been found to be very encouraging in regard to the performance of the learners who were enrolled in the 450 centres in 1986-87. It was brought to my notice that some of these learners who have completed the basic literacy course are now able to send letters in Telugu, some of which have been published in Annual Report of the AMS. These letters were indicative of the earnest urge of the learners to continue their learning further.

There are two important areas on which I would like to draw the personal attention of the Chirman of the Sabha. They are (1) production of bilingual primers and (2) the production of instructional materials for post-literacy and continuing education. These are analysed below :

1. *Production of bilingual primers*

The thrust in the NLM is adoption of a language which is spoken by large group of people as the medium of instruction so that the entire process of learning is easy and smooth and that the spoken language acts as a bridge for eventual switch over to the state standard language or the regional language. This makes the need for production of bilingual primer imperative. In Andhra Pradesh apart from Telugu which is the regional language and spoken by the large majority, there are languages spoken by Lambadis, Gonds, Sabars who speak languages/dialects which are different from Telugu. It is necessary to identify these languages/dialects which are different from Telugu. It is necessary to identify these languages/dialects and the number of people who speak them so that the bilingual primers as per requirement can be designed with the help of Central Institute of English and Foreign Languages and other expert language institutions. The SRC may take help of Dr. Bh. Krishnamurti, Vice Chancellor, Central University, who is an eminent authority in linguistics.

II. *The production of instructional materials for post-literacy and continuing education*

The Literacy House has published the following instructional materials in the field of post-literacy and continuing education. They cover a wide area.

1. A letter from the son to father about the development of agriculture
2. Child reading
3. List of talking points in health and sanitation
4. A list of communicable diseases.
5. A booklet on food and nutrition
6. A booklet on antenatal care
7. A booklet on infant feeding
8. A booklet on the need for clean and potable drinking water—72 instructions
9. A booklet on immunisation why and when
10. A booklet on population growth

11. Instructional material on rural work—what they are to know and do
12. A booklet on the air we breath and the aerial pollution
13. A booklet on thrift and savings
14. A booklet on rural cooperative banking
15. A booklet on cattle feeding
16. A booklet on home science and domestic management

Administration, finance, budget and accounts

The Chairman stated that the accommodation made available for the SRC by the AMS is sufficient and SRC is not in need of any additional accommodation. There is accommodation for office, library and training-cum-conference room. Space has been earmarked for the Director and the 22 staff who have been recently sanctioned for the SRC and there is no difficulty whatsoever for accommodation.

The SRC is yet to draw up its budget for the year 1988-89 covering all aspects of recurring and non-recurring expenditure. This may be done early and the approval of the Managing Committee be obtained. While preparing the budget a close correlation between the targets and objectives and the financial outlay may be kept in view for the Andhra Mahila Sabha. Therefore, it does not visualise in regard to payment of 50% of contribution of the total cost of the SRC. The Chairman, however, observed that the AMS would like to charge the SRC a reasonable amount towards payment of rental for the accommodation of the building of the Sabha as the SRC office. He indicated that he has not received any communication from the State Government regarding the willingness of the latter for the payment of 50% of the contribution of the total cost of the SRC. He stated that the matter may be taken with the Government.

The accounts of expenditure incurred by AMS for running 450 Adult Education Centres for 1988 have since been audited and the audited accounts have been sent to the Bureau of Adult Education.

CHAPTER I

TOUR IMPRESSIONS ON VISIT TO ANDHRA PRADESH FOR REVIEW OF THE PACE AND PROGRESS OF IMPLEMENTATION OF NATIONAL LITERACY MISSION (4TH & 5TH AUGUST, 1989)

INTRODUCTION

I undertook a review of the pace and progress of implementation of NLM in Andhra Pradesh for the second time from 4th to 5th August, 1989. Prior to taking up the review I had sent a copy of the questionnaire listing out the points relevant to various aspects of the Mission. The review was conducted primarily in the office of the Director, Adult Education and State Literacy Mission Director on 4th morning in the Office of the Director, Literacy House, Andhra Mahila Sabha and Director, State Resource Centre, Osmania University on 5th (forenoon), and was followed up by couple of field visits first to the AECs run by the RFLP of the State Government thereafter the AECs run by the Andhra Mahila Sabha and the AECs run by the Department of Adult and Continuing Education, Osmania University in the Hyderabad Central jail. I had also the occasion to visit the Shramik Vidyapeeth, Hyderabad city to oversee the programme of imparting vocational skills to a good number of educated unemployed youth in a number of non-traditional trades (like repair of radio and TV, electrical

repairs, computerised data entry etc. as also the mass programme of functional literacy being implemented by the volunteers of the Vidyapeeth) in the slum areas of Hyderabad City. I had also the occasion to call on Shri V. H. Desai, freedom fighter, educationist and journalist who has been appointed as a Consultant and Chairman of a Joint Evaluation Team of Central and State Govt. officials and discussed with him the modality of undertaking the proposed joint evaluation of the performance of the voluntary agencies (57) of Andhra Pradesh who have been sanctioned grant-in-aid by the Central Government. Apart from calling on the Minister, Education and apprising her of my overall impressions, some of the major outstanding issues related to the Mission in Andhra Pradesh, I had a final round of discussion with Education Secretary-Dr. R. V. Vaidyanathan Aiyar. Placed below is a bird's eye view of the strength and weaknesses of the Mission as observed through the office records as well as field visits and discussion with numerous field functionaries, officials of the State Government, State Resource Centre officials and other non-officials.

CHAPTER II

A GENERAL PROFILE OF THE STATE AND ITS PEOPLE AND THE FACTORS CONTRIBUTING TO THE PHENOMENON OF GROWING ILLITERACY

Illiteracy is not a fatality but is the outcome of certain factors—historical, geographical, topographical, agroclimatic, social, economic and cultural, some or most of which are beyond the control of those who have fallen victim to these factors or forces. While this is generally true of most of the States/UTs in the country, it is mostly true in case of Andhra Pradesh. The State of Andhra Pradesh came into being by tagging on the Telugu speaking districts of the erstwhile Hyderabad State (ruled by the Nizam) with the Andhra State which had been formed out of the old composite Madras Presidency. Geographically speaking, the State comprises of 3 regions and the composition of each region is as below :

Telangana Region

comprises of Mehbubnagar, Hyderabad urban, Rangareddy, Medak, Nizamabad, Adilabad, Karimnagar, Warrangal, Khammam and Nalgonda.

Rayalseema Region

comprises of Kurnool, Cuddapah, Anantpur and Chittoor.

Sircar Region or Coastal Andhra

comprises of Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Krishna, Guntur, Prakasam and Nellore.

Coming back to the geographical, topographical, agroclimatic, social, economic and cultural factors and how they have heavily influenced the phenomenon and incidence of illiteracy for generations, this may be explained as below :

- The Telengana region which was under the control of a feudal order for generations has apart from many other unfavourable topographical and agroclimatic conditions and inequitable structure of land and property ownership which leads large number of people from the poorer strata of the society to work as farm servants right from boyhood directly resulting in deprivation of educational opportunities at the school-going age. Besides, bundles of fads, taboos, diehard obscurantist ideas, religious makebeliefs led people to encourage the pernicious practice of Devdasis or Yoginis who were literally sold to the 'God' to the 'COMMUNITY' and became victims of immoral traffic in

human beings. They had no opportunity or education as they were dedicated to unseen and unknown from childhood and, therefore, had to remain without any access to the world of letters.

- The Rayalseema region represents a dry, semi-arid and drought prone topography which is most sparsely populated and where prospects of agriculture would be ordinarily bleak. Endowed, however, with a survival instinct, the farmers of Rayalseema region are one of the most hardworking in the country. This means that all time, energy and resources will have to be devoted to agriculture to extract maximum yield therefrom under very difficult conditions which would mean limited leisure and less time to pursue educational activities.
- The Sircar region or the coastal region which is advantaged in terms of a better topography and riverine landscape, alluvial soil, better rainfall, better and more assured irrigational facilities, high production and productivity from agriculture, highest density of population, a network of educational, scientific and cultural institutions is certainly better placed as far as educational opportunities, rate of literacy and absolute number of literate population is concerned. But unfortunately within this rosy picture of affluence and prosperity, there are certain grey zones like the members of ST community of Vizag, Vizianagaram and Srikakulam districts who have remained at a very low level of educational development and hence cut off from the mainstream to a very large extent.

Districtwise literacy rates by Sex

A statement containing the profile of literacy and the break up between male and female (in all age groups) is placed at Annexure-I. A factual analysis of this would broadly indicate the following :

- The average rate of literacy (29.94) of the State is lower than the national average (36.23).
- Twenty districts of the State have a rate of literacy which is lower than the national average.
- Fifteen districts (out of 23) of the State have a rate of literacy which is lower than the State average.

- The average male literacy rate of 39.26 of the State is below the national level percentage of 46.89. Similarly, the average female literacy rate of 20.39 of the State is below the national level percentage of 24.82.
- Twentyone districts out of 23 districts have lower male literacy rate than the national average male literacy rate (46.89).
- Eighteen districts out of 23 districts have lower female literacy rate than the national average female literacy rate (24.82).
- Within the State, Hyderabad district has the highest literacy rate (58.33) and Adilabad has the lowest literacy rate (18.79). Both Hyderabad and Adilabad represent respectively the highest and lowest male and female literacy rate. In other words, while Hyderabad is educationally most endowed, Adilabad is the least endowed and educationally the most backward district.
- Nellore district has the highest SC literacy rate (24.95) while Prakasam district has the lowest SC literacy rate (8.46). Similarly, Krishna district has the highest ST literacy rate (29.90) while Prakasam has the lowest ST literacy rate (0.49).

The above analysis would also show that barring Hyderabad, which is a metropolis and barring the districts of East Godavari, West Godavari, Krishna, Guntur, Nellore, Cuddapah and Chittoor which have a literacy rate marginally higher than that of the State average, all other districts (except that of Adilabad) are placed more or less in the same situation. In addition to the factors which are common with those of other districts, the factors which can be attributed to the low level of literacy and educational development of Adilabad district (which is now a technology demonstration district under NLM) are (a) difficult landscape characterised by hilly terrain and dense forests; (b) Gond tribes representing 16.66% of the total population have practically remained cut off from the mainstream; (c) the strategy of imparting literacy to the Gond tribes through Telugu rather than through Gondi; (d) the state of underdevelopment and backwardness persisting for generations preventing education from bringing about any perceptible change in the lives of people and therefore the indifference, cynicism, scepticism of people towards literacy and education as a whole.

It is necessary to have an in-depth and objective understanding of such peculiar features and characteristics in the geography, sociology and culture of a particular region as such an understanding may lead to reversal of certain policies and strategies which have caused or contributed to such an unfortunate situation. One of the proposed changes in the existing policy and strategy would be (a) discourage opening new institutions (educational, technological, scientific and cultural) in those regions/districts/mandals which have an appreciable number of them and (b) to pay much greater attention to those regions/districts/mandals who have suffered in the past due to paucity of

such institutions and which are in need of them most now. In effect, this would mean dispersal of resources or better and equitable distribution of resources related to the needs of regions in order of priority. Such dispersal or equitable distribution is all the more urgent and imperative in view of the acute resource crunch with which we are confronted. To drive home this point further, a reference may be made to the Census of India, 1981—'Occasional Paper No. 1 (of 1989)' (Published in January, 1989). This lists out the names of districts where according to the Census of households not a single literate person was found. In regard to Andhra Pradesh, the names of these districts are given below (in a descending order) :

Name of the Distt.	Percentage of household having no literate member
1. Adilabad	64.999
2. Visakhapatnam	64.211
3. Mehbubnagar	62.714
4. Vizianagaram	60.222
5. Nizamabad	59.560
6. Karimnagar	59.360
7. Warrangal	58.317
8. Srikakulam	57.218
9. Medak	56.918
10. Nalgonda	56.099
11. Khammam	56.018
12. Rangareddy	51.716

The message obtaining from this illustration is loud and clear. These districts which barring Visakhapatnam and Vizianagaram are located in Telengana region have suffered in the past due to limited avenues of educational opportunities (due to less number of educational institutions) apart from being victims of aberrations of a tradition bound feudal society. It is imperative that the peculiar features and socio-cultural ethnic characteristics of these regions recognised, understood with sensitivity and such corrective measures are taken as would put an end to prolonged educational deprivation and open us increasing access to educational opportunities. The micro-planning for such a diagnostic treatment should be so formulated as would be totally in tune with the feltneeds, preferences, attitudes, ingenuity and skills of the people in general and of the disadvantaged groups of population in particular.

Some of the specific corrective measures in terms of promotion of literacy could be generally stated as below :

- Encourage formation of as many organisations of the rural poor in these areas as possible. Such organisations could be cooperatives, trade unions, associations or groups of workers hav-

ing common profession, calling or trade or occupation.

- Promotion of literacy would be an important activity centering around the organisational activity to be pursued simultaneously as without literacy no member of the organisation can participate effectively in its affairs.
- Promotion of literacy should be the direct responsibility of literate members of the organisation or literate members of the community. Only where such literate members are not available, we may have to think in terms of opening centres to be managed by the community and not by government.
- Like formation of organisations, promotion of literacy should be a self-propelled and self-directed act where the members of the community should provide the space for the centre. should make the teaching learning aids like slate, chalk, lead pencil etc. so that reliance on external agencies could be minimised.
- That literacy could be the foundation for collective self-reliance in rural areas and could be promoted as an integral part of an organisational activity should be shown through audio-visual media (women's bank of SEWA Ahmedabad, milk-cooperatives of Gujarat,

Women lace makers cooperatives of Narsapur (Andhra Pradesh). If audio-visual media is not readily available, as many such success stories as possible should be told and retold every day.

- Men and women who come from these deprived or neglected regions and who have come up in life should be invited to village assemblies where they should narrate their story of elevation in life through education which could be a powerful source of motivation for others who are in need of it.
- Promotion or creation of a learning society in rural areas should not be the exclusive mandate or charter of duty of officials of Education Department but should be acknowledged as a historical duty and obligation of all concerned. Functionaries of other development deptts., visit rural areas today as part of 'rural tourism'. This does not arouse or inspire any confidence or strength in the mind of the rural poor. Involvement of development functionaries in education and development of the rural poor should be a process of total identification; it should not just end with disseminating few informations or imparting few skills. This is a function of qualitative orientation and training of these functionaries and deserves to be treated much more seriously than now.

CHAPTER III

MAGNITUDE OF THE PROBLEM OF ADULT ILLITERACY (15-35) IN ANDHRA PRADESH, THE PRESENT COVERAGE AND THE UNCOVERED GAP

Both in terms of the percentage of literacy (29.94) in terms of the absolute number of illiterates in all age groups according to 1981 Census (numbering about 17.8 million) as well as in terms of the number of adult illiterates in 15-35 age group (10.9 million) Andhra Pradesh is at a very low rung of the ladder of educational development. Unlike other States/UTs (where the NAEP was launched on 2-10-78) the National Adult Education Programme was actually implemented in Andhra Pradesh by starting adult education centres under the Rural Functional Literacy Project and State Adult Education Project in the year 1980-81. The number of adults enrolled under the RFLP and SAEP since then (1980-81 to 1988-89) is 28.94 lakhs. Out of this, the actual achievement i.e. the number of adults made literate is 13.70 lakhs which comes to 47.3%. With this low level of achievement and after taking into account the rate of growth of population (both in terms of percentage as also in terms of absolute numbers), the high rate of drop out and the low rate of retention in the formal primary school system and the consequential fast rate of accretion into the ranks of adult illiterates, the number of adult illiterates is estimated to have increased to about 9.6 millions as on 1-4-89 and is likely to reach an astronomically high figure of 14.5 millions by the end of 1994-95. With the present rate of enrolment which is of the order of approximately 10 lakhs and the present rate of achievement which is of the order of approx. 4.00 lakhs, it will take not less than 35 years to make Andhra Pradesh fully literate. This, therefore, becomes a matter of great anxiety and concern for all of us. Andhra Pradesh has in all 1104 mandals, out of which the adult education programme is being implemented in 568 mandals by the RFLP and SAEP and in 64 mandals by the voluntary agencies, thus bringing the total coverage to 632 mandals. It cannot, however, be said that all the adult illiterate population in all the villages have been fully covered. The coverage by other agencies (over and above RFLP and SAEP) such as Nehru Yuva Kendra Sangathan, student and non-student volunteers under the Mass Programme for Functional Literacy is extremely meagre (being of the order of 0.10 lakhs and 0.40 lakhs respectively).

With a view to bringing the uncovered gap the State Government have prepared comprehensive action plans at the State and the district level encompassing the total duration of the Mission i.e. 1988-89 to 1994-95. The exercise owes a lot to the imagination, insight and clear sense of direction of Dr. R. V. Vaidyanathan, Joint Education Secretary of

Andhra Pradesh. I have gone through these action plans and the following are some of the strength and weaknesses of these action plans :

Strength

- It is a plan for complete eradication of illiteracy in Andhra Pradesh within a prescribed time schedule i.e. 1988-89 to 1994-95.
- The plan can be broadly divided into 2 parts i.e. (a) profile of illiteracy (15—35), district wise break-up, factors, which have contributed to the magnitude of the problem as at present etc. (b) action plan for eradication of illiteracy, strategy thereof and the provision of post-literacy and continuing education through JSN, financial estimates etc.
- Both the parts have been systematically and logically presented.
- Projection of the number of illiterate adults from 1988-89 to 1994-95 has been made by a statistical and trend analysis.
- The strategy outlined in the report for complete eradication of illiteracy can be classified under the following heads :
 - (a) Compulsory primary education.
 - (b) Coordination at the village and mandal levels through Village Education Committees.
 - (c) Role of the other development departments.
 - (d) Centre based programme.
 - (e) Mass Programme for Functional Literacy.
 - (f) Techniques of motivation of functionaries and learners.

Some of the strikingly good points in the strategy are :

- Universalisation of elementary education and adult education have been viewed together as mutually supportive and reinforcing.
- Village Education Committee has been assigned an important place in ensuring accountability of the programme.
- Integration between adult education and other development departments has been established.
- Some of the motivational techniques are most appropriate.

Weaknesses

- The action plan places an excessive reliance on the centre-based programme. It has envisaged 935 additional RFLPs with 4,05,891 AECs to cover 84,15,100 adult illiterates and 12,627 JSNs to achieve the goal of cent per cent coverage and cent percent attainment of literacy by 1995 with a total cost of Rs. 240.70 crores. It is doubtful if funds of this magnitude can be made available for one State over a 7 year period.
- It has been envisaged that 12,34,631 adult illiterates will be covered over a 6 year period (1988-89 to 1994-95) by the volunteers of NSS of the participating colleges of 12 universities of the State. The number of volunteers and university/collegewise break-up has not been worked out. There is no indication of involvement of school students, Non-NSS and NCC at the university and college level.
- The MPFL in the action plan is heavily student-oriented. The role of the following constituents of MPFL has not been clearly spelt out:
 - (a) Political parties.
 - (b) Representatives of people i.e. MPs, MLAs, MLCs.
 - (c) Literate employees of banks, cooperatives and financing institutions.
 - (d) Urban and rural local bodies i.e. Corporation, Municipalities, NACs, GPs etc.
 - (e) Literate employees of Government.
 - (f) NGOs, like—Rotary Club, Lion's Club, JAYCEES etc.
 - (g) Literate employees or literate life convicts of jails.
- The mass mobilisation and campaign approach for complete eradication of illiteracy in specified areas has not at all been spelt out. With

a very good base of voluntary action groups, there is tremendous scope for such mobilisation as is already taking place in the neighbouring state of Karnataka.

- Like the Centre based programme, excessive reliance has been placed on government funding for setting up of JSNs. The possibility of setting up bodies like the JSNs through institutions like Universities, colleges, voluntary agencies, NGOs has not been explored.
- Voluntary agencies have not been assigned any role other than running adult education centres. Voluntary agencies have an important role in training, in environment building, in production of teaching learning materials, in implementing innovative projects, in production of techno-pedagogic inputs etc. None of these aspects seems to have been conceptualised in the action plan.

Besides the State level plan, most of the district level plans (23) which have been prepared with lot of imagination, thoroughness and meticulous detail can be said to be suffering from the same gaps and omissions. Illustratively, a mass mobilisation and campaign was launched at Srikakulam on 5-5-89 on the first anniversary of NLM in which as many as 2000 grassroot level workers had participated. The action plan for Srikakulam district, however, does not bear any testimony of this effort. Same is the case in regard to action plans for many other districts. Since NLM does not mean a proliferation of the centre-based programme but an attempt towards degovernmentalisation, massification i.e. mass mobilisation and involvement, it is desirable that we look at the whole issue afresh. By this and by no stretch of imagination I mean winding up of the centre-based programme. What is intended is consolidation of the existing infrastructure for the centre-based programme without any further expansion in the governmental sector by sanctioning more RFLP and SAEP on the one hand and covering the uncovered gap by a massification approach. That would necessitate a complete change of the present approach and by implication a revision of the existing action plans.

CHAPTER IV

ADMINISTRATIVE INFRASTRUCTURE

State Literacy Mission Authority

The SLMA was constituted in August, 1988 with the Education Minister as the Chairperson and is fairly broadbased with as many as 25 members. Three meetings of the SLMA have been held so far i.e. on 22-8-88, 22-9-88 and 17-7-89. Some of the important decisions taken by the SLMA which have also been implemented are :—

- The Minister for Education has appealed to the MPs, MLAs and the Presidents of Mandals Praja Parishads to help in spreading the message of literacy, to participate in the programme for eradication of illiteracy and to extend necessary cooperation and help.
- A meeting of the VAs who are implementing the programme was organised at the State level on 29-8-88. As a result, thirty VAs came forward to participate in the programme.
- To arrange a meeting of all Central and State public sector undertakings under the Chairmanship of Minister, Education (yet to be implemented).
- The Director of School Education has been demi-officially requested to include adult education programme in the curriculum of B.Ed. and ITI.
- The Director of Higher Education has been demi-officially requested to issue necessary instructions to the Principals of all colleges for involvement of all teachers and students.
- It has been decided to convene a meeting of the authorities of Doordarshan and AIR to discuss about the motivational aspects of AE under the Chairmanship of Education Minister.
- The Commissioner, Industries was requested to furnish the list of artisan complexes in the State. This has been obtained. There are 538 artisan complexes in the State. Steps are being taken to open AE centres for the illiterate artisans.
- According to the decision taken in the very first meeting of the SLMA, the SRC Andhra Mahila Sabha, Hyderabad is publishing a newsletter regularly. This is bilingual (both English and Telugu).
- AIR and Doordarshan have been requested to broadcast/telecast appealing slogans to spread the message of literacy throughout the State as in the case of family planning. On an average, 3 to 4 slogans composed by the SRC are being regularly broadcast and telecast.
- District Collectors have been addressed to request the Presidents of Mandal Praja Parishads and Sarpanches to review the implementation of adult education programme in their respective jurisdiction.
- To request other development departments to publish playlets, short stories, success stories on adult education in their journals and newsletters etc.
- Managing Director, Andhra Pradesh State Road Transport Corporation has positively responded to a request of the SLMA to spread the message of literacy through photo slogans on the APSRTC buses, through display of photo slogans both inside and outside the buses.

Weaknesses

The SLMA is an executive body. It has not yet been delegated with necessary administrative and financial powers to make it more effective. The Director, Adult Education has sent a proposal to this effect on 22-10-88 but they are yet to be acted upon.

- The SLMA does not have an Executive Committee to take decisions on day to day administrative matters. No proposal has yet been submitted by the Director, Adult Education to this effect.

State Literacy Mission Director

The Director, Adult Education has been notified as the State Literacy Mission Director. He is a major Head of Department and unlike some other States does not have to look upto the Director, School Education or Director, College Education. He is the appointing authority in respect of all non-gazetted staff and is satisfied about the extent of administration and financial powers.

District Mission Leader

The Deputy Director of Adult Education have been notified as the District Mission Leaders. They have no administrative and financial powers independent of the Director, Adult Education. Only such powers as are exercised by their counterparts in other departments of the same rank and status are exercised by them. The Deputy Directors are accountable to the Collector at the district level and to the Director, Adult Education at the State level.

BODIES AT OTHER LEVELS :

District Level Adult Education Committee

The Collector is the Chairman with 24 members. This in a sense is the District Literacy Mission Authority. It meets regularly and the State Literacy Mission Director is getting regular feedback about these meetings.

Project Level Advisory Committee

This is headed by the sub-collector (the sub-divisional revenue head) with 11 members. It meets once in 2 to 3 months (meetings are convened by the P.O.) and takes a close overview of the adult education activities at the sub-divisional level.

Mandal Level Advisory Committee

The Supervisor (who is responsible for supervision of 30 AECs according to the old pattern and is existing in AP even now) concerned is the chairman with 11 members. There is no Government order for this body which has been set up under instructions from the Director, Adult Education.

Village Level Advisory Committee

This is the equivalent of VEC which is provided for in the NLM. It is headed by the Sarpanch although its meetings are convened by the supervisors.

A system of monitoring of the work of these bodies at the mandal and village level is being done by the JPO.

OTHER PLUS AND MINUS POINTS OF ADMINISTRATIVE STRUCTURE :

Plus Points

The post of Joint Director has been filled up. The present incumbent has been a former District Education Officer and Registrar, Telugu University and has rich administrative experience in organising projects for the adult education programme.

All posts of 23 Deputy Directors at the district level and 3 posts of Deputy Directors at the State level have been filled up.

4 posts of Assistant Directors and one post of A.O. has been filled up. Similarly, all ministerial level posts have been filled up.

All 52 Project Officers (26 of RFLP and 26 of SAEP) have been trained at the State In-

stitute of Admn. in project management and financial administration.

- The Director feels that the staff now in position are of good calibre and have keen interest in a commitment to adult education.
- All problems of furniture and equipments have been solved. A photocopier has been purchased.

Minus Points

- * Andhra Pradesh is a 'A' Category State under the scheme of strengthening the administration of adult education at the State and district level and is entitled to 37 posts. The guidelines of the revised scheme were communicated to the State Government as early as April, 1988. However, it is only on 22-7-89 that the State Government have accepted the revised pattern and made a formal request to the Government of India for sanction of Rs. 31.45 lakhs so that the revised pattern can be fully implemented. Had this been done earlier, the office of the State Mission Director would have done greater justice to the programme.
- * None of the senior level officers at the DAE (including the Deputy Directors) has undergone training in general administration including MIS, evaluation etc.
- * There is no change as far as accommodation for the office of the State Mission Director is concerned. The present accommodation suffers from lack of adequate space and is hardly suitable for an office building. The Director, School Education has been requested to provide accommodation in a portion of the old building where the School Directorate was located. The space available in the new building is more or less the same as in the present building (10,000 sq. ft.) but it has few advantages such as proximity to the Secretariat, availability of a Committee room with PABX, easy accessibility to the public and better communication. Although formal orders have been issued by the Secretary, Education Department, the same is yet to be implemented. In the absence of a Committee Room the Director is not able to conduct meetings and conferences in the present building but is required to approach some other organisations for the same.

CHAPTER V

ACADEMIC & TECHNICAL RESOURCE SUPPORT

Literacy House, Andhra Mahila Sabha

The Literacy House, Andhra Mahila Sabha was recognised as the SRC on 22-3-88 and was assigned the responsibility of production of teaching learning materials as also for imparting training to functionaries of adult education in respect of 19 districts of Andhra Pradesh (excluding Nalgonda, Karimnagar, Rangareddy, Hyderabad which were assigned to Osmania University). The Sabha which was founded by late Smt. Durgabai Deshmukh is a voluntary organisation of repute and standing and has been in the vanguard of female literacy movement and various other human resource development activities for more than 3 decades. The role of Literacy House, Andhra Mahila Sabha as the SRC for 19 districts of Andhra Pradesh may be reviewed under the following heads.

Material Production

This covers materials for the basic literacy course (for the centre-based adult education programme), for the mass programme of functional literacy (for the volunteer based adult education programme), materials for the neo-literates (for post literacy and continuing education), materials for media and environment building efforts and training materials. The progress made by the SRC in respect of each is indicated seriatem below :—

Basic Literacy

The SRC has not designed any new primer but has merely introduced certain changes in the primers designed by the State Government in 1979. This primer is alphabet oriented and does not contain any theme which is of direct interest and relevance to the lives of the learners. Besides, there is no logical sequence of development of any theme which has been presented. The concept of logical sequence of development of a theme could be illustrated as below :

- | | |
|------------------|-----------------------------------------------------------------------------------------------------------------------------|
| Lesson I . . . | Our Family. |
| Lesson II . . . | Our Neighbour. |
| Lesson III . . . | Our Village and Village Community. |
| Lesson IV . . . | Problems of our Village.
●Health; Roads; Housing; Hygiene; Drainage; Drinking Water, Sanitation; Sewerage; Literacy etc. |
| Lesson V . . . | Why People are poor ?
●Problem of landlessness. |

- Problem of assetlessness.
- Problem of moneylending leading to debt-bondage.
- Problem of minimum wages.

- | | |
|-------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Lesson VI . . . | What are the laws and institutions meant for protecting and safeguarding the interests of the rural poor (who constitute core clientele of National Literacy Mission). (This would be introducing legal literacy). |
| Lesson VII . . . | What are the plans, policies and programmes introduced by Government since independence for providing relief to the poor ?
●Community Development.
●Integrated Rural Development Programme.
●National Rural Employment Programme.
●National Adult Education Programme.
●Integrated Child Development Service.
●DWACRA.
●Programmes of Family Welfare.
(Immunisation, maternity protection, child health care). |
| Lesson VIII . . . | Rights of Citizens. |
| Lesson IX . . . | Duties and Obligations of Citizens.
(We may introduce the concept of women's equality, conservation of environment etc.) |
| Lesson X . . . | Our Nation.
(Introducing the concept of national integration). |

All the 10 lessons and their sub-components could be suitably incorporated in about maximum 50 pages (the number of pages may not exceed 60) to be supported by number of supplementary readers. Each concept needs to be suitably illustrated by picturisation.

Andhra Pradesh has 3 regions, namely-Telengana region, Rayalseema region and the Sircar region. The key words used in these 3 regions are different. No steps have, however, been taken to collect the key words used in these regions. I was given to understand that when the SRC for the whole of Andhra Pradesh was located in Osmania University (1979-85) they had not evinced enough interest to collect the keywords used in different regions (This needs to be confirmed from Dr. Iswar Reddy who was the Director, SRC, Osmania University between 1979-85). Instead I was given to understand that by conducting a sample survey in the villages in and around Osmania University the investigators had come to the conclusion that learners prefer alphabetical method to the analytical one and this continues to be the dominant trend even now. Each of the 3 methods (alphabetical or synthetic, analytical and eclectic) has got its own utility but it is desirable to go in for one at the cost of the other only after ascertaining the wishes and preferences of the learners of a particular region. This does not appear to have been done.

In the meanwhile, a decision has been taken in the 10th meeting of the Executive Committee held at Bangalore on 30-6-89 that (a) the overall duration of learning would be reduced from 350 hours to about 200 hours without diluting the content or quality of the programme (b) an integrated technique would be adopted for preparation of literacy material, keeping in view the need for improved learners motivation. This would imply :

- There will be 3 different levels of learners' achievement which will be reflected in 3 different primers, namely NLM Primer I, NLM Primer II and NLM Primer III. The content of each primer will be a progression on the other.
- Literacy and numeracy would be imparted through the same material.
- The integrated material would also encompass workbook, exercise book, tools for evaluation of learning outcome (both formative and summative) and certificate representing 3 different levels of learning outcome to be acquired.
- The 3 primers would also appropriately deal with components of functionality, awareness and understanding of national values.

The modality of giving effect to the above momentous decision of the Executive Committee was deliberated further at length in the 3 day workshop of the Directors of SRCs held at NIEPA, New Delhi from 25th to 27th July, 1989 and a specific time table has been laid down for each SRC to design the 3 primers keeping in view the integrated technique. In order that the above decision is operationalised in time and in a participative manner, the Literacy House, Andhra Mahila Sabha is required to take the following action :

- Collection of key words.

- Preparation of a Directory of resource persons separately for the Telugu primer and the bilingual primer.
- Organisation of the first workshop of creative thinkers, writers and artists (numbering about 15 to 20) and preparing the proto-type (of the primer).
- First field test, recording the reaction of the learners.
- Organising second workshop (5 to 10 persons) and carrying out the changes in the proto-type on the basis of the field test.
- Sending it to the Expert Group being constituted at Delhi for further scrutiny.
- Carrying out necessary changes in the proto-type in the light of the comments of the Expert Group before sending it for publication.

The whole thing being a time bound programme and the time table having been communicated, the SRC should rise to the occasion and complete the tasks of preparation of the new integrated primer encompassing within its fold literacy, numeracy, functionality and awareness in 3 parts representing 3 different levels of learning to be acquired by close of October, 1989 so that the primer is ready for adoption by the close of December, 1989.

Preparation of literacy kits for the Mass Programme of Functional Literacy

The literacy kit for the student-volunteer based mass programme of functional literacy comprises of (a) literacy primer designed in 1987 which is based on alphabet method of teaching (vowels and consonants) without any key words and sentences (b) numeracy primer to teach simple numerals without many important components of numeracy (c) a supplementary reader which introduces certain concepts related to reading, writing, small family norm, cooperation, unity is strength, concept of debt bondage, our own village like our own mother, rotation of crops, social forestry, small seed for banyan tree, one man struggling and 10 people sharing (introducing concept of small family norm), value of rupee, mother and child care. Some of the significant omissions in both the primer as well as the supplementary reader are (a) national integration (b) women's equality (c) protection and conservation of environment (d) same wages for same or similar nature of work.

Bilingual Primers

In addition to Telugu, which is the State Standard Language, Tamil, Hindi, Urdu, Kannad, Marathi, Oriya, Gondi, Koya, Lambada, Gadaba and Chenchu are other languages which are spoken in Andhra Pradesh. No precise information, however, is yet available about the number of people speaking them, whether all of them (particularly Koya, Lambada, Gadaba, Chenchu) have their own script and whether people would like to learn through Telugu or these languages etc. These informations need to be collected. Besides, names of resource persons who know Telugu

and also have access to one or more of these languages need to be collected and steps taken for organising one or more workshops for preparation of bilingual primers.

Training

Since inception, the SRC has trained the following functionaries of adult education :

Designation	Government	Voluntary	Total
P.O.	44	6	50
A. P. O.	42	6	48
Supervisors	276	201	477
Preraks (JSN)	42	37	79
Organisers	—	545	545

From the above, it may be seen that the only major backlog in the field of training is in the field of training of Preraks. We have sanctioned as many as 900 JSNs in favour of Andhra Pradesh under RFLP and they have also sanctioned 280 JSNs under SAEP. Only 650 JSNs have been made operational so far as against which only 42 Preraks have been trained. The Preraks in the absence of training cannot be effective organisers of JSN activity. The SRC should, therefore, make good this shortfall and chalk out a phased programme of training in consultation with Director, Adult Education. Under MPFL the SRC has also trained 700 Programme Officers of NSS but it was regretfully stated that training has not created the desired impact in them and they are not showing enough interest in MPFL.

The SRC has prepared separate training manuals for POs, APOs, Supervisors, Preraks and Instructors under the guidance of Shri D. V. Sharma, Joint Director (Trg.) DAE, Government of India (since Retired). The Manuals have been sent to Shri Sharma for approval. The SRC has translated the Manual 'Learning for Participation' into Telugu and has got it widely circulated but the extent by which training has been made participative and communicative remains yet to be seen.

A central Directory of Resource Persons (most of whom are development functionaries and are Hyderabad based has been prepared by the SRC but his effort needs to be supplemented by preparing a Directory of Resource Persons at all levels, namely-district, block and grass root level and not confined to development functionaries only.

The SRC has been supplied with a videorama but in the absence of audio-visual aids this could not be put to effective use. The SRC is taking the help of other development departments for this purpose but this is not adequate. The SRC is advised to design software for the videorama by organising workshops of creative thinkers and artists so that it can be effectively used.

Post Literacy and Continuing Education

The SRC has designed about 20 titles for use of neoliterates in the library of JSN. These can be classified under the following heads :

- Agriculture.
- Health and family welfare.
- Nutrition.
- Childcare.

Two writers' workshops have been conducted, one on legal literacy on 11-3-89 and the second on designing general titles of interest for women, such as— women's equality, awareness and empowerment, precautions to be taken on pregnant women, health of mother and child. SC and ST. A good number of proto-types on legal literacy have been developed at the close of the workshop and these are :

- bonded labour.
- labour laws in general.
- prevention of dowry.
- protection of civil rights.

According to Shri Gangadharan (a former Judge of the Andhra Pradesh High Court) the workshop on legal literacy is one of the most productive which has brought out books on legal literacy in simple, direct and intelligible language. The deficiencies in the materials for legal literacy are :

- Minimum wages and equal wage for equal work have been mixed up with other labour laws. This needs to be segregated. There is need for developing exclusive materials on social evils like child marriage, female infanticide, discrimination against women, dowry, narcotics etc.

Environment building activity

A number of Harikatha and Burra Katha songs wedded to the cause of literacy have been prepared by the SRC and these can be used for both recreational activity as well as environment building.

Additionally, 12 literacy songs and 4 skits (puppetry) have been prepared as a part of environment building effort. These have been broadcast and telecast.

Puppetry is a powerful medium for communication of ideas and as an effective instrument for spreading the message of literacy. It was encouraging to note that the SRC has recently introduced a puppetry cell (like the Literacy House, Lucknow) and the Cell has produced a cassette containing 4 skits. I had the occasion to watch one of the skits which was displayed with liveliness and artistry. It deals with an innocent, hard working couple who through their thrift save a little money only to fall a victim to the greed and capacity of the local 'Big Man'. They work hard, day and night but the logic of usury and guile overtakes them. The message of the

need for and relevance of adult literacy is loud and clear in the sky.

The SRC is maintaining close liaison and contact with AIR and Doordarshan. However, the programmes which are being broadcast and telecast are generally reported to be not very appealing and their impact in creating of an environment does not appear to be perceptible.

The viewers and listeners of Television and AIR can be categorised under 3 heads :

- Intellectuals generally septical.
- Middle Class generally indifferent.
- Lower Class generally attentive but do not intend to seriously apply the message.

● The SRC is appealing to the natural leaders of men and women like Swami Ranganathananda, President, Rama Krishna Mission and based at Hyderabad, obtaining messages and articles from them and having them published in the Telugu and English newspapers.

● The SRC is also inviting Editors of newspapers to a press conference and requesting them to publish articles, messages etc.

● The SRC has planned deliberation of the World Literacy Day on 8th September, 1989 as a part of its environment building effort in the following manner;

- Coverage in newspapers (full pages supplement).
- Organising cultural troupes (6) and Jathas.
- Forming literacy bridge for every district.
- Display of more cinema slides and posters.
- Publishing wall posters, banners and play-cards.
- Pasting stickers on the cars and buses.
- Pledging literate workers of Literacy House, Andhra Mahila Sabha to work for the cause of literacy.

Significant achievements

During the last one and half years of its existence as the SRC, the Literacy House, Andhra Mahila Sabha has organised as many as 24 workshops. Some of these which deserve special mention are;

National Level Workshops

1. Workshop on Technology Demonstration

This was conducted by the Director, Adult Education, Government of India, in collaboration with NI-EPA and SRC from 7-9-88 to 11-9-88 to train the Project Officers and Deputy Directors of TD districts.

2. National Workshop on Child Survival

Sponsored by UNICEF in collaboration with the State Resource Centre, the workshop was held from 14-12-88 to 16-12-88.

SRC Workshops

1. Janavachakam Review Workshop

This was held on 5th and 6th January, 1989 to bring about necessary modifications in the existing primer after undertaking field testing.

2. Review of Literacy Kit Workshop

Conducted on 28-1-1989 with a view to improving the quality of the present literacy kit and reducing the cost of the kit.

3. Legal Literacy Workshop

Conducted on 11-3-1989 and 25-3-1989 for preparing materials for the neo-literates. 6 scripts were prepared and the same are under printing.

4. Writers' Workshop

Conducted on 12-4-1989 and 2-5-1989 to prepare books for the neo-literates. 22 scripts were prepared and the same are under printing.

5. Media Workshop

Conducted on 25th and 26th May, 1989 with the involvement of media personnel.

6. Workshop for Preparation of Women's Primer

It was convened on 15th and 16th June, 1989 for preparing a separate primer for women to cater to their specific needs. The proto-type is being finalised.

Review of the Activities of Osmania University and SRC for the four districts of Hyderabad, Rangareddy, Nalgonda and Karimnagar districts

Osmania University was recognised as the SRC for 4 districts of Andhra Pradesh w.e.f. 22-3-1988 on the specific recommendation of the Vice Chancellor and Prof. Malla Reddy was appointed as the Director SRC in March, 1988. Subsequently, 2 Programme Coordinators in charge of material production and training, 3 Associate Programme Coordinators and 2 Programme Associates have been appointed (The 2 posts of Research Fellows, 1 post of Technician and Graphic Artists and 1 post of Programme Coordinator are still lying vacant). Unfortunately however, due to uncertainty in continuance of the Director (he was shifted and a new incumbent was posted in September, 1988 which has not yet been given effect to), due to continued interference in the affairs of the SRC, due to non-release of posts and non-release of funds by the university authorities in time, the SRC has not yet been able to fully take off. Although the V.C. rescinded the order of shifting Prof. Malla Reddy in June, 1989 there has not been any improvement in regard to release of all posts and release of funds. Despite best efforts Prof. Malla Reddy has not succeeded in carrying conviction with university authorities and in getting the desired cooperation. This is an extremely difficult and unenviable situation bordering on an impasse which warrants the attention of UGC as well as the State Government. The matter should therefore, be immediately taken up with the UGC and if there is no improvement, a final decision

will have to be taken about the continuance of the SRC in the present form.

Despite the above severe constraint and limitation in the functioning of the SRC, it has undertaken the following activities in the field of material production and training.

Material Production

The SRC has designed a sentence oriented methodology which is midway between the alphabet oriented and keyword oriented methodology. Shri V. B. Sharma, Programme Coordinator (Material Production) who has designed the prototype of the primer stated with lot of confidence that the alphabet-oriented method is an age old tested and proven method and is entirely to the preference of the learner. He, however, appreciated the need for a dominant theme with a number of sub-components (as has been illustrated in this report on the review of material production work of Literacy House Andhra Mahila Sabha) one leading to another in a logical sequence. This would undoubtedly make the primer more attractive and appealing. Since the prototype which has been designed would have to attune itself to the new and integrated techniques for preparation of a new primer it is desirable that the SRC gives some serious thought to the relevance of the methodology adopted by it and design a new proto-type which will have a dominant theme with a number of sub-themes developed in a logical sequence fully conforming to the objectives of the Mission and also incorporating the 4 values of national concern (national integration, women's equality, small family norm and conservation of environment).

In addition to the combined proto-type for both literacy and numeracy, the SRC has designed 2 supplementary readers, 1 instructor's guide and 1 Urdu Primer (covering all components of literacy, numeracy, functionality, awareness and the 4 values of national concern). There are, however, no supplementary readers for the Urdu primer.

Post Literacy and Continuing Education

The SRC has designed as many as 30 titles on the following topics for the neo-literates during the last one year of its existence.

- Consumer education and awareness.
- Our Food.
- Mother and Child Care.
- Women and law.
- System of Panchayati Raj.
- Eye Care.
- Jawaharlal Nehru - his sayings.
- Sarojini Naidu.
- Women's role in India's Independence movement.
- Superstitious/make beliefs.
- Social forestry.
- Jawahar Rojgar Yojna.

Mass Programme of Functional Literacy

The MPFL kit prepared earlier has been revised. Besides, a training manual for training of MPFL

volunteers has been prepared in Telugu and has been made use of.

Additionally, a number of sketches and playlets (8 in all), motivational songs (10), national integration songs (2), slogans on adult education (15) have been designed by the State Resource Centre which could be extensively used for the Mass Programme of Functional Literacy.

Training

Although no other training module has been designed by the State Resource Centre, all adult education functionaries of the 4 districts are reported to have been trained. The attendance of all functionaries (except in case of programme officers where 67 out of 120 attended the training programme) is cent percent and the SRC has not faced any problem with the State Government so far.

Additionally, the SRC has organised training programmes for the following functionaries :

- 12 functionaries of South Central Railway have been trained between 21-7-89 to 30-7-89 by lecture and demonstration method.
- Project Officers and Coordinators including 2 regional Coordinators (23) of Nehru Yuva Kendras of 23 districts of Andhra Pradesh have been trained between 18-12-88 to 21-12-88.

Future Plans

The State Resource Centre has contemplated action research in the following areas :

- Survey of distribution of illiterate population in terms of sex, religion, age, occupation in Hyderabad, Ranga Reddy, Nalgonda and Karimnagar districts.
- Evaluation of the impact of NLM and the literacy movement in Hyderabad, Ranga Reddy, Nalgonda and Karimnagar.
- An empirical study on motivational techniques in adult education centres.
- An empirical study on the perception of illiterate people with regard to the significance of literacy in their day to day life.
- A socio-historical analysis of the causes for the high rate of illiteracy in Mahabubnagar district.
- Literacy and its impact on population education.
- Literacy and its impact on green revolution.
- Relationship between parental literacy and universalisation of primary education with special reference to drop-outs.
- A comparative study of NAEP and NLM in Nalgonda district.
- The structure and functions of Sharmik Vidya-peeth for promoting literacy among industrial workers.

All these are very important areas and when completed they would not only greatly enrich the literature on the subject but would also contribute to giving a proper direction to implementation of the programme on the strength of past experience.

CHAPTER VI

PROJECT MANAGEMENT

Andhra Pradesh has 52 projects - 26 under RFLP and 26 under SAEP. Additionally, 57 Voluntary Agencies have been sanctioned sixty one projects having 4,060 centres in 1987-88 and 1988-89. The NYKs have also been sanctioned 600 AECs in 1988-89. Unlike few other States with RFLP and SAEP projects having 300 AECs, one project covers approximately 30 Mandals in the maximum and about 10 to 12 Mandals in the minimum. The following are some of the plus points in project management :

- Certain scientific norms and criteria for location of the projects have been adopted, such as— literacy rate of the district, backwardness from the point of view of overall development, tribal concentration, women population, etc.
- Location of the projects has been decided on an objective consideration and satisfaction that the areas covered by the VA are as compact and as contiguous as they could be.
- House to house survey is being conducted by the instructors and organisers of the AECs. A questionnaire has been designed by the DAE for the survey which is being meticulously followed. Full particulars about every household is available although no literacy census of the household is inscribed on the wall as is being done in most of the districts of Rajasthan.
- Immediately after conducting the survey and after drawing up the literacy profile, supervisors and would be organisers try to involve the whole village community in the adult education programme. Meetings are held under the chairmanship of the Sarpanch and sincere efforts are being made to create a climate which will be conducive to literacy and learning. Women of the village also participate in these meetings in large number. It was encouraging to note that no AEC is opened anywhere without making adequate preparations, without Selection of Functionaries.
- A committee comprising of the Deputy Director, incharge of adult education at the District level, PO and APO select the organisers in consultation with the Sarpanch of the GP. As a matter of fact, the organiser is identified by the supervisor concerned with the help of the village people. The same committee also selects the preraks. Out of 15,000 organisers, 50% are women. Similarly, out of 700 Preraks who have been selected, to man 700 JSNs 350 Preraks are women.

- It was encouraging to hear the State Literacy Mission Director that according to his own honest personal assessment the functionaries of AECs and JSNs are men and women of character and calibre and are striving hard to make the centres operational. He was conscious of the fact that due to geographical, topographical, social, economic and cultural factors, the average attendance may be ranging between 10 to 12 at few places. But he firmly assured that all the sanctioned centres are operational on the ground and it was for anyone from any part of the country to feel free to come and see the activities in these centres on the ground.

Location, duration and evaluation of learning outcome

- Thirty per cent of the AECs are functioning at the residence of the organisers and the remaining 70% are functioning in Panchayat buildings, mahila mandals and youth club building, primary school buildings, other buildings donated by the community etc. The whole approach regarding location of the centre has been kept flexible but keeping in view the specific needs of SC, ST and women.
- There is no problem in procurement of lantern and Kerosene oil for the night centres. Additionally, improved petromax have been supplied at few points.
- The duration of the projects is 12 months (8 months in Phase I and 4 months in Phase II). There is, however, no uniformity in the opening and closing of the centres as different projects are starting and closing on different dates which is contrary to the instructions issued by the Director, DAE that by and large, the courses should be completed by end of February every year.

Evaluation of Learning Outcome

- Evaluation is being conducted at the end of 4 months, 6 months and 8 months and the report in respect of the project is based on the report of the PO which is a compilation of the reports received from all AECs. A register is being maintained at the centre level, answer sheets are also kept there to be checked and confirmed by the POs and Deputy Directors.
- The instructor conducts the test with the help of supervisor and no other outsider is involved. The test is both, oral and written. There are 3 grades/categories representing 3 different levels

of performance, namely—good, average and less than average.

- Those who failed to attend the desired level of literacy & numeracy or who are below average are being re-admitted to the AECs.

Overall assessment of evaluation of learning outcome

During 1980-81 to 1988-89 a sum of Rs. 16.43 crores approx. has been invested under RFLP and Rs. 9.44 crores under the SAEP. (This difference is on account of the fact that while the 26 RFLP were sanctioned in the beginning, the SAEP have come up gradually). With such a sizeable investment in the centre-based programme only... 13,17,366 persons have been made literate over a 10 year period, the percentage of achievement with regard to enrolment being of the order of 47.3, the per learner investment works out to Rs. 192 as against Rs. 116 according to the old and unrevised pattern of RFLP. This shows that the impact of the centre-based programme on attainment of literacy status for the learner has not been appreciable. The Director, DAE attributed the following reasons responsible for the low rate of achievement of adult literacy for all in general and low rate of achievement for women literacy in particular.

General

- Inability to attend the AEC regularly.
- Inability to concentrate on the course content because of problems in family and society, acute poverty, landlessness, assetlessness.

Special problems of women — Factors contributing to the phenomenon of female illiteracy

As on 1-4-89 there are about 37.50 lakh illiterate women in the 15—35 age-group. This is a large number and is continuously on the increase due to certain adverse historical, geographical, topographical, social, economic and cultural factors which need enumeration. These are :

- Women are deprived of the opportunities of formal schooling in their early childhood and they grow up to become adult illiterates. Fads and taboos, age-old obscurantism ideas and practices contribute to the system of Devdasies or Joginis, illness of family member/death of children, religious taboo, superstition all these combined with acute poverty and deprivation prompt parents to sell away girls as Joginis. There are different modalities of this social practice. The Jogin becomes the collective property of the village and in the name of tradition she is forced to live the life of a prostitute. In such a difficult and unfortunate situation the girl who is sold to the entire village community in the name of God as a Jogin has no option or discretion but to sacrifice opportunities for education and to adopt a life which is a denial of basic dignity, equality and worth of civilised human resistance. Such a practice is even now rampant in Nizamabad and Karimnagar district. A survey undertaken

by Shri P. Subramaniam, Sub-Collector Bodhan in goes to show that 95% of the Jogins and their children/dependants are totally illiterate. Majority of them are also landless agricultural labourers.

- Like the Devdasies and Jogins there are certain primitive tribes known as Chenchus, Lambadas, etc., Yerukalas in Mehbubnagar district, most of whom are illiterate and lead a primitive and uncivilised human existence. Although they are hardworking and are culturally rich, many of them are found living on the hill tops and do not want to return to the fold of civilised human existence.

In addition to the two cases of two extreme categories of deprived and exploited women as above, the following are some of other factors responsible for the high rate of female illiteracy in Andhra Pradesh :

- The women's economic activities in rural areas as comprise of agricultural/construction/household labour, dairy farming, collection of bidi leaves, collection of other minor forest produce, bidi making and make of matches, weaving, knitting, g. cattle rearing, sheep breeding, poultry etc. Additionally they have also to collect fuel, prepare the dung cake of their own household fuel, and attend to other household chores. All this do not leave sufficient leisure with women to enable them to attend the AEC.
- Absence of a proper environment characterised by diehard religious customs and practices which decry women's equality and discourages female literacy, prevalence of other fads/Taboos and mistaken notions like witchcraft in the Talanganana region misguide men and women and the importance of education in general and girls' education in particular gets lost.

* Prevalence of early child marriage deprives women of the opportunity of getting themselves enrolled in the formal education system and compels them to remain illiterate when they grow up as adults.

* Negligence of female literacy by the erstwhile rulers of Nizam kingdom.

* Villages, by and large, are indifferent to and sceptical of women becoming literate.

* Lack of adequate interest on the part of political leaders and community leaders at the grass-root level in female literacy, in mobilising women for the literacy classes and in spreading the message of female literacy.

Against the above unfortunate scenario responsible for large scale and increased illiteracy of women in Andhra Pradesh, the following are some of the important measures which have been taken by the State Government which could provide a base to female literacy;

* Large number of Mahila Mandals all over the State are being involved in the task of promoting female literacy.

- * Several measures for environment building for female literacy by way of wall writings, jathas, rallies, Chaitnya Yatras have been introduced in different parts of the State.
- * Andhra Mahila Sabha has conducted pilot projects in coastal regions in Telangana district, Farmers Functional Literacy Project, awareness camps of rural women, income generating camps, condensed courses etc. are some of the worthwhile activities pursued by the Sabha which could contribute to increase in the rate of female literacy. The Sabha has also conducted immunisation camps, hospital on wheels in rural areas, healthy baby shows, all of which are directed to the health of girls and women. As part of its environment building and mobilisation activity, the literacy House, Andhra Mahila Sabha has composed several literacy songs to enthuse women and to motivate them to participate in the literacy programmes.
- * Fifty percent of the adult education centres are meant exclusively for women and 50% of the adult education functionaries at the level of organisers are also reserved for women.
- * The Director, Adult Education has submitted a proposal to the Government of India for honouring the best organiser, the best Prerak, the best APO, the best PO and the best Deputy Director and 50% of this amount has been reserved for women.
- * The Department of Women and Child Development has taken series of measures to bring about meaningful integration between female literacy and programmes meant for women and children, like-DWACRA, ICDS etc.

Training

Pius Points

- * All the 15,000 organisers have been trained over a period of 21 days and in two phases, namely—11 days in the first phase and 10 days in the second phase.
- * Training manual designed by the DAE, Government of India 'Learning for Participation' has been translated into Telugu and the methodology contained therein is being followed.
- * Training in the classroom is invariably followed by field visits for better exposure of field functionaries to development. Besides, the organisers are also taken to AECs in course of training and it is demonstrated to them as to how to teach and how to communicate.
- * Training is residential.

- * Development departments are making use of electronic media and also development information supplied by them on various aspects of development free of cost for training.
- * It was encouraging to know from the Director, DAE that despite his multifarious pre-occupations, he has found time to participate in many of these training programmes and he is personally satisfied about the calibre of the trainers, the quality of training imparted and the impact of such training.

Minus Points

- * The supervisors may not be appropriate and competent agency for imparting the type of participative and communicative training we have envisaged in NLM. This is on account of the fact that there is a superior-subordinate relationship between supervisor and the organiser and, therefore, the organiser may not feel free to respond to and interact with the supervisor.
- * Since all the posts of supervisors are not in position—only 300 are in position as against about 600 which are needed—training classes are overcrowded, in as much as there are 50 functionaries in one batch of training which is too unwieldy from the point of view of communication.
- * Of the 700 Preraks, only 79 have been trained by State Resource Centre and the remaining are yet to be trained. Untrained Preraks may not be very effective in mobilising members of the village community and in ensuring their participation in the activities of JSN. The SRC has drawn up a vast programme for this purpose which is yet to be fully implemented.

Teaching Learning Materials

Andhra Pradesh has two State Resource Centres, namely—Literacy House, Andhra Mahila Sabha and Osmania University. The first one is in charge of 19 districts and the second one is in charge of the remaining 4 districts (the details have been given in Chapter-V 'Academic and Technical Resource Support'). The prototypes are developed by the State Resource Centres and the materials are printed by the DAE, Andhra Pradesh. The DAE has issued clear instructions on supply of these materials to the adult education centres. It is good that instead of despatching them to the AECs, the sets are being handed over to the organisers of AECs on the last day of their training. It was most encouraging and reassuring to know from Director, Adult Education that teaching learning materials have been supplied to all AECs and that there is absolutely no delay in the supply of these materials. He has also confirmed that all the materials are made available to the learners free of cost at the rate of 1 set per learner. He also certified that there are no materials lying in the office of PO or Deputy Director.

CHAPTER VII

POST LITERACY AND CONTINUING EDUCATION

During 1988-89, 650 JSNs have been sanctioned and made operational in the State. Of these, 370 are under the central sector and 280 under the State sector. Additional number of 605 JSNs have been sanctioned under the central sector in 1988-89 which are yet to be set up. Besides, 47 JSNs have been sanctioned during 1988-89 for the voluntary sector and these have already been made operational.

Location

The Mandal Headquarters have been given the first preference for location of the JSN on account of the fact that this is supposed to be the centre of administration in rural areas. As a matter of fact, location of 650 JSNs which have been made operational so far has been finalised by the Mandal Advisory Committee. An encouraging feature in the location of the JSN building is that many of them have been donated and many have started functioning in Panchayat Buildings which have been given to them by the Panchayats free of rent.

Selection of Preraks

The Preraks have been selected from amongst the experienced organisers of the local area and from out of local educated youth who are interested in the programme. The Director, Adult Education indicated that, by and large, the personnel who have been selected and appointed as Preraks are men and women of character and calibre and have been able to implement the scheme within the guidelines of the Government of India and also to the entire advantage of the village community.

Activities

The JSNs are open for all the 6 days. There is a sign Board at the entrance depicting a calendar of activities which are being conducted on each day of the week. These activities are :

Library-cum-Reading Room

650 JSNs have 650 libraries, each with 117 titles. In order that the titles covering a wide range of subjects are selected in a judicious manner, OAE obtained a list of all the publishers in Telugu from the Registrar of Publications and these publishers were requested to submit a list of their publications along with a sample copy of each for scrutiny and selection. From out of 500 titles received, 116 were scrutinised by a committee comprising of representatives of two SRCs, all Heads of Departments, namely—Agriculture, Animal Husbandary, Women and Child Development, Social Welfare, finance etc. and the selection was finalised only with the approval of the Government. Out of 117

titles, 6 have been produced by the State Resource Centre and the rest by other publishers. Five to ten copies each of title have been supplied to each library and they encompass a wide range of subjects, like history, science, fiction, biography, autobiography of national heroes etc. Some of the eminent Telgu poets whose names are given below have also composed titles for the JSNs. These are :

Eddena Puda, Sulochana Rani, Nag Bhairav Koteswar Rao, Velaga Venkappaya.

A state level library authority has been constituted which runs 4900 libraries, 90% of them in rural areas. These libraries have also been made open to the neo-literates by the issue of a special order dated 18.3.89.

All the materials required for JSNs such as tables for putting newspapers, long benches, petromax lamps, games and sports material, musical instruments etc. have been made available.

The State Resource Centre has not been able to publish any newspaper exclusively for the neo-literates. However, the following newspapers are being supplied to each JSN and these are :

- Andhra Prabha
- Andhra Jyoti
- Eenadu
- Udayan

Additionally, 3 periodicals are also being supplied to each JSN and these are :

- Chand Mama
- Bal Mitra
- Anna Data

Charcha Mandals

Detailed instructions have been issued to the Preraks to organise Charcha Mandals in every JSN through which the learner should be able to identify their own problems and find out solution to those problems. Several Charcha Mandals have already been organised and these are devoted to a discussion on the overall problems of the village life and economy including environmental problems. It was encouraging to note that Preraks are able to explain and help the villagers for filling papers for obtaining loan for the villagers. All Preraks have been able to explain and help the villagers for filling papers for obtaining PATA against the land (both, home-stead and agricultural) which are allotted to them by the Government. They have also been able to secure allotment of house site construction of pucca building. They have also been

able to obtain pass books for the villagers who have accounts in the village post office or banks and have been able to explain to them as to how to make use of the Pass Book and how to obtain various concessions from the development departments. They have also succeeded in explaining to the villagers as to how to execute a promissory note and how to reap the various benefits of development programmes. The Preraks have been able to mobilise and organise lot of educational, cultural and recreational activities from time to time. Other development programmes have also been started to utilise JSN as a single-window for spreading the message of their department programmes. It was encouraging to hear that there is an increased realisation that even if the AECs are closed down, JJSNs will continue to function effectively in the larger interest of the village community as a permanent, institution, as a centre of information, centre of educational, recreational and cultural activities and as a single-window for development information.

Perspective Plan for JSNs in future

In the state level action plan submitted to the Government of India, a total requirement of 12,627 JSNs have been projected out of which 10401, are continuing and 1826 will be new. I was given to understand that Andhra Pradesh intends to continue the dual system of supervision of the JSN as due to administrative difficulties they find it difficult to dispense the existing system of supervision. This, however, is not a happy state of affairs as on the one hand as against 600 supervisors only 360 are in position and one supervisor is now required to supervise around 50 AECs. As a result the quality of supervision is suffering. The Prerak is expected to inspect the AECs and also establish contact with neo-literate by way of distribution of books, news papers and periodicals and the Preraks in Andhra Pradesh today is deprived of this exposure to the field which might inhibit the Preraks ability to organise activities in JSN effectively.

CHAPTER VIII

MOBILISATION AND INVOLVEMENT OF VOLUNTARY AGENCIES

According to the procedure established by the State Government the applications are submitted first by the voluntary agencies in the office of Deputy Director who conducts a preliminary scrutiny (by sometimes visiting the office of the Voluntary Agency and its branches, if any) to satisfy himself about the genuineness of the agency. Thereafter the Deputy Director puts up the papers to the Collector. While some Collectors endorse the recommendations of the Deputy Director, some others ask the sub-Collectors under them for an on-the-spot verification of the particulars furnished in the application form. The Collector then gives his approval and returns the file to the Deputy Director as a token of his approval. In a case where the Deputy Director has refused to entertain the application of a VA, it can seek redress from the Collector directly. The applications are then passed on to the Office of Director (Adult Education). The applications are then processed by the Director (AE) in accordance with the guidelines of the Government of India and sent alongwith his views to the State Government. After November, 1988 all cases of VAs are being put up to Minister of Education for his/her approval and only after this the cases are referred to the Government of India with the recommendation of the State Government. Although no time limit has been laid down, I was given to understand by Director, Adult Education that the following is the time limit for different offices for the purpose of scrutiny :

Deputy Director	One week for preliminary scrutiny.*
Collector	One to two weeks
Director (Adult Education)	One to two days
Secretary (Education)	One week

I was given to understand that all the 57 proposals of VAs have been sanctioned grant-in-aid by the Government of India during 1988-89 have been processed in this fashion. Only in respect of Guntur district there was a complaint that the application of Mahila Mandal, Guntur which had applied for running AECs in Krishna district was not entertained on the ground that by then a decision had been taken by the State Government to remit all the applications which had been recommended by the Deputy Director, the Collector and the Director (Adult Education) to the office of the Zilla Panchayat for further scrutiny and verification.

In addition to processing the proposals for grant-in-aid from voluntary agencies with utmost expedition and speed, the following are some of the positive measures

taken by the State Government and the State Literacy Mission Director to boost voluntarism in the field of adult education :

A Conference of VAs was held in June, 1988 at Hyderabad in which 56 VAs participated and 30 indicated their willingness to work for adult education.

A workshop for VAs was conducted by the Literacy House, Andhra Mahila Sabha, Osmania University, Hyderabad from 15th to 17th November, 1988. 26 VAs participated in this workshop.

On 11-1-1989 a meeting of VAs was conducted at Hyderabad in connection with the visit of Shri Bunker Roy, Consultant to Adviser on Technology Missions to Prime Minister. 15 VAs participated in this meeting.

On 11-3-1989 a meeting of Voluntary Agencies was held at Penukond, Anantapur district under the chairmanship of Shri Bunker Roy. This was extensively attended by representatives of many VAs.

On 20-3-89 a meeting of VAs was held at Adilabad under the chairmanship of District Collector for augmenting the participation of VAs in NLM in that district.

A mela was organised by the Rayalseema Seva Samiti (RASS) which is a voluntary agency at Karvetinagram on 20-4-89. This was a good way of building up environment through film, other cultural programmes organised on the occasion by the organisers of the said voluntary agency.

Nav Jan Sangam, Narsarao Pet, Guntur have distributed handbook with slogans of National Literacy Mission printed therein.

Two voluntary agencies, namely—Andhra Pradesh Oriya Teachers' Association, Maandasa and Rural Entitlement and Legal Support Centre, Bharama Lakhipuram of Srikakulam district have come forward to serve the linguistic minorities in Srikakulam district and they are running 110 AECs to provide basic literacy exclusively in Oriya language.

Youth Club, Bejjipuram, Srikakulam is running some AECs in village where there are no educational facilities such as schools.

Literacy House, Andhra Mahila Sabha, Hyderabad has formulated plans to go to Cuddapah, Kurnool and West Godavari District to take up evaluation of the work done by voluntary agencies.

The Director, Adult Education indicated that some specific measures have been initiated to monitor the performance of voluntary agencies from the field. Illustratively, he stated that the initial report of the projects are obtained from the VA concerned soon after commencement of the project and quarterly project reports are obtained at the end of March, June, September and December. He, however, indicated that VAs were not regular in submission to their reports and to obviate this difficulty, every Deputy Director of the District is visiting AECs run by the VAs and is providing necessary guidance, support and help to the VAs. Although a large measure of flexibility and freedom has been given to the voluntary agencies to make use of teaching learning material produced by them or otherwise, most of the VAs are using the

teaching learning materials produced by the two SRCs. The supervisors and Preraks of the Voluntary Agencies are trained by the SRC and so far 219 Preraks/supervisors have been trained. The Director, Adult Education urged that 112 applications of VAs were submitted to the Government of India by the State Government and grant-in-aid has been released to 56 Voluntary Agencies and the remaining applications are still pending with the Government of India. Besides, proposals for release of second instalment and sanction of continuation projects of many voluntary agencies were also pending. It was clarified that a joint Evaluation Team has been constituted for evaluating the performance of the voluntary agencies who have received grant-in-aid during 1988-89 and final decision regarding sanction of other proposals would be given on the basis of the outcome of this evaluation. The Director, Adult Education assured that he would extend all possible cooperation, support and help for conducting the joint evaluation between August and October, 1989.

CHAPTER IX

MASS MOBILISATION AND INVOLVEMENT OF STUDENTS NON-STUDENT YOUTH, PRISON MANAGEMENT & STAFF

Prison Management & Staff

My discussion with the IG, Prisons, Andhra Pradesh in his office at Hyderabad revealed that he (who joined in November, 1988) is not aware of the D.O. letter written by Shri C. G. Somaiah, former Home Secretary, Government of India to all Chief Secretaries, Home Secretaries and IG, Prisons in September, 1988 and, therefore, indicated that he has not prepared any action plan involving prison management and staff of all the Jails of Andhra Pradesh. The Director, Adult Education who was present at the time of my meeting with IG, Prisons was advised to meet the IG, Prisons with copy of the D.O. letter, guidelines for preparation of plan of action and modalities for actual involvement of prison management and staff in literacy programme. After the action plan has been prepared, the requirement of teaching learning materials can be identified and the same can be supplied free of cost by the State Resource Centre. IG, Prisons assured me that he shall have the action plan prepared and have it implemented in the whole State as early as possible.

As on date Hyderabad Central Jail is implementing 13 AECs funded by the Centre for Adult and Continuing Education, Osmania University, Hyderabad. Visit to some of these AECs (including one female centre) showed the following positive aspects of the programme :

- * Attendance is regular.
- * Learners are learning by rote method.
- * They are eager to learn and are interested in learning, the progress achieved by some of the learners is exemplary.
- * Learners are able to perceive the pace and progress of learning from stage to stage.

The Central Jail is running a number of other activities and it was observed that as a result of literacy activity, the following results beneficial to the prison as well as to the inmates have been achieved :

- * Productivity has gone up.
- * Wastage has been reduced.
- * Workers (life convicts) are able to concentrate more on their job.

Students

Andhra Pradesh has twelve universities and colleges with a total student strength of 2,77,008. Of this, 40000 are members of NSS and it was proposed to

intensify the MPFL during 1988-89 by involving all the NSS volunteers in the programme. It was also targeted that these volunteers should enrol at least 2 lakh adult illiterates. The SRC, Andhra Pradesh Mahila Sabha, Hyderabad and the SRC, Osmania University, Hyderabad were assigned the task of preparing 82,000 and 58,000 literacy kits respectively and supply them to the learners through the volunteers. These have since been produced and distributed amongst the programme coordinators of all universities. Stress was laid on attainment of literacy and numeracy of the level envisaged in the National Literacy Mission Document. However, an assessment of the MPFL at the end of the year indicates that 21,482 NSS student volunteers actually participated in the programme and 57,590 adult illiterates were enrolled. This is not considered to be appreciable in view of the fact that some of the universities in Andhra Pradesh like Andhra University, Waltair have a very good foundation of NSS and are in a position to easily mobilise 1 lakh students for literacy. This is the assurance which the VC of Andhra Pradesh—Prof. K. V. Ramanna had given during my last visit to Waltair on 5th May, 1989. Education Secretary who is the Chairman of the State level Steering Committee under MPFL and a meeting with all the Programme Coordinators of the Universities to intensify the adult education programme under the MPFL involving students during 1989-90. This needs to be substantially stepped up.

In regard to employment, trade unions, banks, cooperatives, financing institutions, other NGOs like Rotary Club, Lion's Club, JAYCEES etc., the involvement as on date in NLM appears to be negligible. It was suggested that the Education Minister along with the Minister of Industry and Labour should convene a meeting of the leading central and State public sector undertakings and private sector units to chalk out a plan of action for their involvement in literacy. To start with, the Education Secretary should address his counterpart in Industry, Labour and institutions of finance departments for involvement of employers, trade unions and banks. Similarly, the district Governors of Rotary Club, Lion's Club, JAYCEES as also President of all cooperatives, banks should be invited to a State level meeting which may be chaired by the Education Minister. He may issue an appeal to all these NGOs for their involvement in literacy action.

Work done by Shramik Vidyapeeth, Hyderabad

Of all the NGOs involved in literacy action in Andhra Pradesh, the work done by Shramik Vidya-peeth, Hyderabad for creating awareness amongst the

sslum dwellers from amongst city on the need for literacy, identifying volunteers from among the local community and giving them orientation and training to impart literacy to other adult illiterate slum dwellers appear to be most commendable. The Nirankari Slum, which is located just behind the office of Collector, Rangareddy dist., is a picture of congestion, overcrowding, pollution characterised by lack of drainage and sewerage and utmost unhygienic surrounding. In

such an area which virtually represents the worst living conditions in a metropolis, people of all communities and faiths living under horrowing conditions have combined to work for the cause of imparting literacy to the adult illiterate men, women and children of all ages and from diverse professions have started learning the 3Rs after a hard-day's manual labour which was the most encouraging example of community involvement and action for literacy.

Sub National Secretary, Literacy
National Literacy Mission, National
Education Commission
Ministry of Education, Government of India
DO NO. D-5545
Date: 12/12/90

CHAPTER X

FIELD IMPRESSIONS

Due to severe constraint of time (the original schedule of 4 days' visit to Andhra Pradesh was cut down to 2 days due to compulsions of the autumn session of Parliament) the field visit on a large and representative scale could not be undertaken. In all 1 could visit 3 adult education centres under the Hyderabad city RFLP, 3 adult education centres of the Rangareddy project of Andhra Mahila Sabha, couple of AECs run by the Deptt. of Adult and Continuing Education in the Central Jail, Hyderabad and couple of volunteers and learners under MPFL in one of the slums of Hyderabad city. Due again to constraint of time, visit to one of the JSNs under the City RFLP, Hyderabad had to be postponed. The following are some of the plus and minus points of my field visits :

City RFLP, Hyderabad

Plus Points

- * The organisers of AECs are educated, trained, mature, sensible and have the articulation, spontaneity and self confidence with which literacy and numeracy lessons are to be taught.
- * Learning is a natural, joyous and lively experience with the learners belonging to the minority community. They are attending the adult education centres in large numbers with a natural interest, zest and zeal despite the difficulty and hardship in a slum and are able to learn at a much faster pace than normally anticipated and than what has been witnessed by me elsewhere (except in Jammu & Kashmir where like Hyderabad literacy lessons are imparted through Urdu medium). The progression in learning is indeed encouraging.
- * The organisers are from amongst the same community and has been able to totally identify themselves with the hopes and aspirations, felt needs, preferences, ingenuity and skills of the learner. They have been able to teach, in addition to teaching learning and numeracy skills, a number of other arts and crafts like knitting, tailoring, embroidery which are income generating and which provide avenues of employment and incremental income to the learners and consequently heighten their motivation to attend adult education centres. As a matter of fact, the specimens of arts and crafts witnessed by me at the Exhibition of functional skills (developed by the learners) organised by the organisers of Hyderabad district at the State

Central Library on 4th afternoon were specimens of first rate creativity and ingenuity and reminded me of the beautiful lines of Wordsworth, "A thing of beauty is a joy for ever".

- * Yet another encouraging feature in the city RFLP project is that the functionaries of Health and Family Welfare Department are evincing a good deal of interest in the activities of the AFCs and consequently a good measure of integration between adult literacy and other important components of development namely, health and family welfare is taking place through the AE programme. Visit to AEC No. 79 which is functioning in a Community Hall of Nalla Pochamma Basti and where the organiser happens to be an Anganwadi Worker demonstrated beyond expectation that such integration is not a mere textual concept but a possibility and reality. It was observed that the communication tools developed by the Extension and Media Officer (Smt. Papa Eramilli) of the Corporation are appropriate, telling and effective and that she has been able to communicate even complex messages of health and family welfare in a natural and effortless way.

Minus Points

- * Most of the AECs are functioning at the residence of the instructor or some other private residence. The accommodation available is small and insufficient for 30 adult learners.
- * The teaching methodology is alphabet oriented and is not supplemented by sufficient number of charts, posters etc. on a variety of themes concerning developments in science, technology, health, hygiene, sanitation etc. Use of audio-visual means to enrich the quality of teaching learning is conspicuous by its absence.
- * Involvement of the community as a whole in the teaching learning process is minimal. Such involvement could lead to many interesting events, such as—organising song, poster and painting competitions amongst the adult learners, according recognition to the successful learners in the public from time to time, encouraging creativity and innovativeness among the learners. These are areas where community can play an important role in mobilisation of resources.

Visit to the Project of Andhra Mahila Sabha at Ibrahimpattanam

Visited 3 AECs run by Andhra Mahila Sabha in Kongarakalan and Mangalpally village between 8 PM to 10.30 PM on 4-8-89. Of the 3, one was an exclusive female centre and the remaining 2 were male centres. The following points emerged out of this field visit :

- AECs are centrally located.
- Unlike other places, the organiser is not required to go to the households of the learners and call them to the centre one by one. Many learners stated that they heard about the centre from other learners and decided to attend it. The very first day's experience itself was so encouraging so absorbing that they decided to continue attending the AEC. In other words, the interest which was generated on the first day has been sustained and there has been no drop-out.
- The ANUDESHAKS/ANUDESIKAS have been trained by Andhra Mahila Sabha. They are simple, guideless, natural, effortless and spontaneous in their treatment of the learners. Both come from the same strata of the society and are indistinguishable from each other in more ways than one. There is total identity of interests, thoughts and perceptions which brings us to the Paulo Freirian dialectic : "The teacher is no longer merely the one who teaches but one who is himself taught in dialogue with the students who in their turn teach while being taught. They become jointly responsible for a process in which all grow with equality, freedom and spontaneity".
- This has led to a new type of environment (unique by itself) where the teacher and the learners participate in teaching learning activity with total zest and joy. They sing, they dance and they play. Learning in such an environment becomes a joyous, sportive and exhilarating experience.
- Adult literacy programme has provided a motivation to many learners who are employed as casual labourers in the Municipal Corporation, Post and Telegraph Deptt., other industrial and commercial establishments of Hyderabad city. They have enrolled themselves as learners in the adult education centres to acquire certain minimum levels of literacy and numeracy so that they can be regularised in their respective establishments.
- Learning is essentially self directed (what we are aiming at in the Mission) and there is a sense of achievement right from the very first day of learning.

- The evaluation of learning outcome in all the 3 AECs shows that the performance of the women's centre has been very encouraging in as much as out of 30 learners, 23 have come under 'A' grade and have come under 'B' Grade. Although the performance in the male centres is not so encouraging, it is certainly much better than the average performance in the centres run by VAs elsewhere.

Problems and Constraints

- There is an abominable system of bonded labour in Andhra Pradesh which is known as 'JEEIAM'. The system is also prevalent in Rangareddy district on a large scale. Under this system, certain agricultural labourers who are landless and illiterate come from a very low strata of the society (who belong to SC, ST and other backward classes) and do not have anything else to fallback upon are almost attached to the household of the landlord and serve the landlord along with their family members for a specified or unspecified period. They have neither the freedom nor the leisure to attend night schools for adult literacy. The Ministry of Labour which is implementing the programmes of rehabilitation of freed bonded labourers with the help of the State Governments concerned should start a dialogue with such landlords or their organisations to allow the farm servants and daily labourers who are attached to the household of landlords or who otherwise work with them to attend the night schools. It hardly needs any emphasis that no programme of rehabilitation can be meaningful until and unless the freed bonded labourer has become literate. Equally important would be measures for education of children of these bonded labourers so that they on account of their ignorance, illiteracy and backwardness do not fall a victim into the vice like grip of these landlords/moneylenders.
- In addition to the project at Ibrahimpattanam (which was visited by me), there are 2 other projects at Domakonda in Nizamabad district and Metapally in Karimnagar dist. Each project has 150 centres and funds have been sanctioned by the Government of India at the rate of Rs. 6.54 lakhs for each project in 2 instalments. It appears that the first instalment of the grant amounting to Rs. 4.8 lakhs has been released and the second instalment at the rate of Rs. 1.74 lakhs for each project is yet to be released. This has caused serious administrative problems for the Andhra Mahila Sabha in as much as it is unable to disburse pay of the POs and APOs and honoraria of supervisors and instructors beyond a point from out of its own internal resources (which are limited).

— As on date there is no definite commitment or firm indication to VAs willing to work for literacy projects in a specified area in a bid to make that area fully literate. Due to uncertainty in availability of funds for implementation of the programme according to a prescribed pattern it is not possible to give such commitment or firm indication. Illustratively, given such a firm indication, Andhra Mahila Sabha would like to take up a 'good number of projects in the Telengana region

(which has a very low rate of literacy) for which it has necessary infrastructure. This requires meticulous and thorough planning for conducting survey of households, selection of functionaries, their training, procurement of teaching learning materials, development of appropriate software for extensive use of audio-visual media etc. and none of this is possible in the absence of a firm commitment from government about availability of funds.

CHAPTER XI

MEDIA SUPPORT FOR ENVIRONMENT BUILDING

Series of measures have been initiated by the State Literacy Mission Authority, the State Literacy Mission Director, the District Mission Leaders both on their own as well as in collaboration with other voluntary agencies for building up an environment to spread the message of literacy. These are :

- * In West Godavari district a Literacy Run was conducted on 28-3-89. Thousands of people from all walks of life participated in the run from Tadepalligudam to Sidhartham (30 KMs) to motivate the masses to join adult education centres by raising slogans like 'VIDYA DANAM MAHA DANAM' (Gift of Knowledge is the Supreme Gift), 'AKSHAR DEEPAM VELIGINDI AGNAM TOLIGINDI' (Lamp of Literacy has been Lit and the Darkness of Illiteracy has been Extinguished).
- * A Jana Chaitnya Yatra was conducted on 5-5-89 on the occasion of the first anniversary of National Literacy Mission in Srikakulam district. It was a call for mobilisation of all sections of the society for complete eradication of illiteracy. 1500 to 2000 people from different mandals of Srikakulam participated in this Jatha. Another Jana Chaitnya Yatra was conducted in Visakhapatnam district under the auspices of Paderu project at Arakuvelly on 19-6-89 involving adult education functionaries, officials and non-officials, tribal learners etc. The Yatra is reported to have left an undelible impact on the lives of tribal masses of the area.
- * A Literacy Run followed by massive public meeting was organised at Tumi of East Godavari District on 12-7-89.
- * Literacy Jathas have been conducted on a large scale at Gulivada, Buchireddypalam, Nizamabad, Siddipata and Narayankhod projects.
- * One of the important ways of mobilisation and environment building has been to identify creative thinkers, artists and writers all over the State through field functionaries who should be able to prepare programmes for AIR, Doordarshan on regular basis. This has been done. Additionally, a number of cultural troupes and theatre groups have also been identified and they are being involved in environment building as an integral part of plan for complete eradication of illiteracy.
- * Post Box No. 9999 has been allotted to the State during July, 1989 although it is yet to be made fully operational.
- * Although AIR and Doordarshan have been, by and large, cooperative and responsive and have been broadcasting and telecasting programmes every now and then, there is scope for considerable improvement in the periodicity, duration and timing of these programmes and also in the quality of the programmes. In order that good programmes are prepared for regular broadcast and telecast, both the SRCs will have to play a leading role for preparing good quality software at the grassroot level which could be tested and made as appealing as it could be. A dialogue has since been initiated with AIR and Doordarshan contact persons already nominated and their involvement in NLM is going to be much closer than what it is now.

CHAPTER XII

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

- * The State Literacy Mission Authority has been duly constituted, has met 3 times and has taken a number of important decisions which are useful to the Mission. The implementation of these decisions should be actively followed up at all levels.
 - * The proposal submitted by the Government of Andhra Pradesh (though belatedly) for strengthening the administrative structure at the State and district level should be approved and implemented as early as possible.
 - * The problem of insufficient accommodation and lack of a proper work environment for the State Literacy Mission Director, his other officers and staff should be solved without further delay. The order issued by Secretary Education, Govt. of Andhra Pradesh in this regard should be implemented without any second thought or reservation and in a time bound manner.
 - * A scheme of delegation of the barest minimum administrative and financial powers for the State Mission Director and for his Deputy Director; who are the district Mission Leaders should be worked out, got approved by the government and made operational in the larger interest of efficiency in Mission operations.
 - * There is nothing basically and conceptually wrong in the management of the centre-based programme in Andhra Pradesh. As a matter of fact, meticulous care has been taken to locate the AECs by following certain objective criteria, by conducting household surveys and drawing up the literacy/illiteracy profiles. Efforts have been made to involve the village community with the programme. Despite these efforts, the impact of the programme has not been perceptible in as much as 1.3 million persons only have been made literate with an investment of more than Rs. 25 crores. The percentage of achievement in relation to the enrolment has been 47 leading to an unusually high per-learner cost (Rs. 192).
- worthwhile conclusion. Any planning for the future or adoption of an alternative strategy in place of the centre-based programme would depend on an in-depth and objective assessment of the constraints which lead to failure of the programme. This needs to be done at all levels and in the following manner :
- * Assessment in terms of targets and fulfilment (by what is known as game of numbers) must be replaced by assessment in terms of qualitative results.
 - * Whenever and wherever any functionary visits any project or JSN or AEC, he/she must write down the tour impressions in an objective manner and must share it with his immediate superior. Any such report should be prepared on the basis of visual impression supplemented by interrogation of learners and members of the village community and also physical verification of store items. All such reports must be made public and must be amenable to critical scrutiny and analysis.
 - * Visits/inspections being directed not to find fault but to diagnose ailments, immediate corrective measures need to be taken to correct the deficiencies and shortcomings.
 - * The culture of complete eradication of illiteracy must be infused into the hearts and minds of all concerned. The functionaries of AE in Andhra Pradesh even now seem to be thinking in terms of 'x' number of projects, 'x' number of AECs, 'x' number of persons enrolled without being much concerned with the number of persons being made literate.
 - * Adult Education is a non-formal programme and we need functionaries with a totally unorthodox and non-conventional approach. Those functionaries who do not have their heart in the programme and who have entered the field for money or power or position or comfort should gracefully quit before their presence could contaminate and pollute others. We have no dearth of honest, upright and highly motivated functionaries in the country who are also dedicated to a national cause like adult education. This is a question of proper selection of the functionaries. The functionaries who are disinterested in the programme and yet who continue in positions for reasons other than commitment to work should be gracious enough to leave and make room for others.

External evaluation agencies like the Administrative Staff College of India evaluating the impact of the programme since 1987-88 have not been able to unearth the reasons for this. This could be primarily on account of the fact that they essentially adopt a random sample method which does not lead to any

* Achievement of desired results in a complex and difficult non-formal programme like AE would mean combination of number of factors, such as—good quality human resources, good quality teaching learning materials, good quality training, good quality software for teaching as well as training and a good, positive environment. Our sole concern should, therefore, be adoption of quality norms and standards in all that we do and not be guided by any other consideration.

The rate of female literacy, the magnitude of the problem of female illiterates in the state of Andhra Pradesh in general and in the Telengana region in particular has been a matter of great concern. This will have to be tackled on a war footing. With nearly 4 million women in 15—35 age group in Andhra Pradesh being illiterate, a series of concerted measures need to be taken to eradicate female illiteracy. Some of these are :

- Identify as objectively as it could be the causes and factors contributing to the phenomenon of female illiteracy in different regions of Andhra Pradesh.
- Extensive use of media (both traditional and non-traditional) to highlight social evils like 'JEETAM' 'JOGIN' 'DEVDASSI' etc. to sensitise the people who are promoting, propagating or practising these evils.
- Stringent enforcement of certain legislations like 'Equal Remuneration Act, 1976' 'Prevention of Early Child Marriage Act, 1978', 'Maternity Benefit Act, 1961', 'Prevention of Dowry Act, 1961' etc. backed up by a support system (both social and economic). Although farm servants of Telengana region are for all purposes bonded labourers and girls also work as farm servants and get deprived thereby of the opportunities of schooling, they have not been identified as such. Apart from anything else, working as a farm servant at a tender age in hard and arduous as farming operations is bound to cripple a child's health and personality. This problem needs to be seriously taken cognizance of under the 'Bonded Labour System Abolition Act' and all such farm servants need to be released, rehabilitated in alternative vocational skills which could have a component of adult literacy.
- Apart from ensuring maximum representation of women in appointment as AE instructors and Preraks, Supervisors, APOs, and POs and relaxing the educational qualification wherever necessary, facilities of continuing education through a number of qualified institutions and agencies need to be provided to such women functionaries who do not have the prescribed educational qualification.
- Instead of utilising the POs APOs and Supervisors to impart training to adult edu-

cation functionaries we need to identify a number of resource persons at the grassroot level and have them 'trained by the SRC so that a reservoir of trained manpower is in position for being made use of at the time of need. In doing so we should aim at imparting a type of training which should be participative and communicative, which should not have more than 25—30 trainees per batch and which should be a dialogue and discussion oriented and not lecture oriented. Both pre-service and in-service training of minimum total duration of 15 days should be organised and should preferably be residential.

- Andhra Pradesh has a good network of library service in both urban and rural areas and this process has also received a fillip through a statutory support. A state level library authority has also been constituted and they are running 4900 libraries, 90% of whom are in rural areas. This coupled with the fact that a special order has been issued to make available all the libraries to the neoliterates should be quite helpful to build up a good base for post-literacy and continuing education in the State.
- There has been inordinate delay in operationalisation of JSNs. The pace and progress has been very slow. Even though 650 JSNs are reported to have been commissioned, most of the activities crucial to the success of the JSN as a community institution have not yet been started. Besides, for launching some of these activities like simple and short duration training to the neoliterate beneficiaries of various development programmes, we need to draw up a schedule or calendar in consultation with the development functionaries of the village. No such calendar of activities (for the week as a whole) has yet been drawn up. There is no indication if development departments have been instructed by the Chief Secretary and Development Commissioner to lend their support to JSNs by deputing their subordinate functionaries for frequent visits to JSNs.
- In designing teaching learning materials for adults and in designing the methodology of teaching, both the SRCs should be guided to a large extent by the preference, fetneeds and interests of the learners on the basis of large area surveys. On no account, a set of materials prepared according to a prescribed methodology should be imposed on the learners without ascertaining their wishes. Even in designing a bilingual primer (which is an accepted strategy in NLM) no such primer need to be imposed in a situation where the learners (who are members of an ethnic group) prefer to learn through the State standard language.
- Videorama is an effective tool of imparting training but it is lying unutilised in the

- absence of appropriate software. The SRC should design the software on appropriate training themes with the help of training institutions in and around Hyderabad and with the involvement of writers and artists. The effectiveness of such software when ready should also be tried out with functionaries in a workshop or series of workshops to be specifically organised for the purpose.
- After training a set of functionaries, both the SRCs should maintain a close contact with the trainees and obtain regular feedback from them as to how they are shaping in the field. They should depute teams of their officers to the field to oversee how the training skills are being used in the field.
 - Both the SRCs should prepare and maintain Directory of keywords and Directory of resource persons. They should revise and update them as often as possible through close contact with the field.
 - The present uncertainty in the state of affairs in the SRC, Osmania University must end if this institution is to live upto the obligation and the tasks entrusted to it as a SRC. Apart from taking up the matter with UGC, the Education Secretary may also take up the matter at his level with the Vice-Chancellor. It must be impressed on the latter that the SRC must be given full freedom and functional autonomy if it has to subserve the interests of NLM as a resource institution.
 - A good number of voluntary agencies (57) have been sanctioned grant-in-aid to work in the field of adult education during 1988-89. This is a sizeable increase from the number of VAs sanctioned grant-in-aid in 1987-1988. If the VAs set up the AECs in a proper manner and run them efficiently, they could expect to make at least 1 lakh persons literate every year. With the contemplated reduction in duration of learning from 350 hours to 180 hours and with the possibility of running 2 cycles in a year, this number could go upto 2 lakhs. In order that this is ensured, a close supervision, constructive guidance and help from the Central and State Government is needed. The State Literacy Mission Director should work out the modalities of such supervision and guidance after informal consultation with some of the VAs so that whatever mechanism is designed is acceptable to the VAs.
 - There should be regular and continuous flow of information about the performance of VAs from the State Govt. to the NLM. This is absolutely essential to decide release of second instalment as well as sanction of continuation projects when the project has been successfully implemented.
 - Copies of all sanction orders, orders releasing the grant-in-aid to VAs, copies of all correspondences exchanged with VAs, copies of all circulars and guidelines issued in the context of monitoring evaluation of the performance of VAs, maintenance of records etc. should invariably be sent to the State Govt.
 - A joint Evaluation Team has been constituted to go in detail into the performance of individual VAs with Dr. V. H. Desai, a freedom fighter and educationist as the Consultant. Apart from intimating names of officers to be represented in the team, the State Govt. should extend all possible cooperation and help to the Consultant for organising the visit to the VAs so that the evaluation can be completed in time.
 - Despite the fact that we have very good N.S.S. Units in some of the Universities of AP (notably Andhra University, Waltair) the involvement (in terms of mobilisation and commitment) and the performance (in terms of making persons literate) of N.S.S. volunteers have been far below our expectations. This is so despite the fact that more than 1 lakh of literacy kits have been produced and supplied to the volunteers through the university NSS programme coordinators and Programme Officers.
- So far there is no clear picture of monitoring about the actual results achieved in the field. It appears that the Programme Officers of NSS are not evincing any interest in the programme. It is, therefore, suggested that Education Secretary who is the Chairman of the State Level Steering Committee for MPFL should convene a Conference of VCs of all Universities (which have NSS) and the Programme Coordinators and should take a close stock of the situation in terms of the following :
- * Number of NSS volunteers and master trainers.
 - * Target for 1988-89 and 1989-90.
 - * How many master trainers and volunteers have been trained ?
 - How many literacy kits have been distributed ?
 - * Have they actually reached the volunteers ?
 - * Has any area operational plan been formulated ?
 - * Are the volunteers implementing the programme according to the requirement of the area plan ?
 - * What arrangements have been made for monitoring the performance of the volunteers in terms of number of persons being made literate ?
 - * Are we satisfied about the accuracy and authenticity of the monitoring reports ?
- In regard to involvement of jails, although some very interesting work is being done in Central Jail, Hyderabad, a State level action plan involving the prison management and staff of all the jails of the State in the Mission is yet to be prepared.

- The State Mission Director should meet and inter-course with the IG, Prisons and should have the plan prepared for all the Jails of the State without any further delay. The Edn. Secretary should take up the matter with the State Home Secretary to have the action plan prepared and have it implemented in all the jails.
- The Naval Headquarters on the advice of the Ministry of Defence has issued instructions to its three naval commands urging them to take up literacy work for the benefit of the families of service and civilian personnel and domestic servants through the Naval Wives Welfare Association. Smt. Lalita Ramdas, wife of the Chief of the Naval Command, Visakhapatnam has taken initiative in mobilising the Association to take up literacy programme. She should be given all cooperation and help by the State Govt. as well as by the SRCs and the actual work done by the NWWA, Vizag in terms of making people literate should be closely monitored.
- In regard to involvement of employers of industrial houses, mining and commercial establishments, trade unions, banks, cooperatives, NGOs like Rotary Clubs, Lions' Club and JAYCEES, mahila mandals, youth clubs, servicing and retired government employees (excluding primary school teachers) the following action needs to be taken :
 - Identify the place of work of a particular agency/institution and its area of operation.
 - Have a dialogue with them to find out their perception, interest and willing cooperation for literacy work.
 - Have the employees/members of the agencies identified who are literate and who have the aptitude, inclination and commitment to work for literacy.
 - Persuade the agencies/institutions to allow these volunteers to work for the cause of imparting literacy to the illiterate employees/members of the agency, to the illiterate customers and to the illiterate members of the public.
 - Identify the requirement of teaching learning materials, requirement of orientation and training of volunteers and arrangements for imparting literacy.

(Conclusions)

Both in terms of a low rate of literacy and in terms of absolute number of adult illiterates Andhra Pradesh ranks pretty high in the national illiteracy map. It is acknowledged that this unfortunate phenomenon is the outcome of geographical, topographical, agroclimatic, sociological and cultural factors. It is also the outcome

of an inequitable dispersal of resources which promotes development of one region at the cost of the other. It has to be simultaneously acknowledged that the impact of the NAEP which is in operation in the last 10 years has not at all been appreciable in as much as with an investment of Rs. 25 crore (approximately) hardly 1.3 million adult illiterates are reported to have become literate with an unusually high per learner cost of Rs. 192. As on date, nearly 10 million adult illiterates are left to be made literate and at the present rate of progress it will take at least 3 decades to make all of them fully literate if there is no fresh accretion into the ranks of adult illiterates by way of population explosion and the uncontrolled high rate of drop out and low rate of retention at the formal school system. Even now as against 1104 mandals, only 632 mandals have been partially covered and 472 mandals remain to be covered. To bridge the uncovered gap, the State Govt. under the leadership and direction of its Education Secretary—Dr. R. V. Vadyanathan Iyer has prepared a comprehensive and systematic plan in which they have asked for an additional number of 935 projects (each 300 AECs) estimated to cost Rs. 145.30 crores. Quite apart from the fact that resources of this magnitude are just not available at present there can hardly be any commitment or definite indication about their availability in near future. The strategy spelt out in the action plan, therefore, needs to be recast to make it a balanced mix up of the centre based programme and volunteer based programme. In the new strategy, no new RFLF needs to be sanctioned in favour of the State Govt. or voluntary agencies. Instead, we need to strengthen and consolidate whatever centre-based programme has been in operation so far by identifying their snags and pitfalls through evaluation by independent and technically competent body. Simultaneously, we need to mobilise student and non-student youth volunteers on a large scale and should go in for a large volunteer based mass mobilisation and campaign as has been attempted in the neighbouring State of Karnataka. (20 Taluks out of 175 taluks). Even in Andhra Pradesh also, this has been launched in Srikulam district in May, 1989 although the scale is limited and the manner of operation is not as well as planned and systematic as in Karnataka. The Karnataka experiment, therefore, needs to be thoroughly studied before it is emulated and translated to action. The hall mark of the Karnataka experiment is environment building for literacy. It is extremely important to remember that we do not launch any mass campaign without building the environment. This responsibility can be given to a leading voluntary agency like MES-CA in Karnataka. Eventually the success of the whole operation would depend on a combination of 2 factors namely (a) formulation of an action plan which is realistic i.e. it is based on grassroot level reality and (b) selection of such VAs and such volunteers who are totally committed to the programme. Luckily for us there is no dearth of such VAs who are willing to work for literacy without any award or reward and who also want to make literacy a people's movement. The sooner such an action plan is drawn up and implemented the better it is for the interest of the Mission.

II
BIHAR

TOUR IMPRESSION OF VISIT TO PATNA ON 30-3-88

I accompanied Dr. S. G. Pitroda, Adviser (Technology Mission) to Prime Minister on a short visit to Patna on the afternoon of 30-3-88. We met the Chief Minister, Bihar, Ministers Incharge of concerned Departments handling the 5 Technology Missions, the Chief Secretary and the other concerned senior officials of the State Government at 7.30 PM at the State Guest House, Patna. In the course of discussion of National Literacy Mission, I placed the following issues for consideration of the Chief Minister :—

1. Magnitude of the problem of Adult Illiteracy

Bihar has provided a good administrative and technical support to the Adult Education Programme since its inception. As on date, there were 28 IRFLPs, 28 SAEPs and 42,000 Adult Education Centres in different parts of the State. In Deepayatan, the State Government has a State Resource Centre of repute which has been providing excellent academic and technical support to the adult education programme for the last eight years. Despite such a good administrative and technical infrastructure, the performance of the State Government both in regard to enrolment, as also in regard to retention of effective literacy status was very low and disappointing. The State had a total number of 135.64 lakh adult illiterates according to 1981 Census. Between 1981 to 1987 about 46.56 lakh adult learners have been enrolled through different Adult Education Centres. According to the statistical and trend analyses, while 40% was the rate of drop outs, 20% of the adult literates relapsed into illiteracy on account of want of post-literacy, continuing education and follow-up programme. In other words, against 46.56 lakhs adult learners enrolled, hardly 22.34 lakh adult learners have been made effectively literate by the end of 1986-87. This left a total number of 113.30 lakhs adult illiterates in the beginning of 1987-88. This was a formidable number which was almost at par with the number of adult illiterates in the State of Uttar Pradesh, although in terms of total population, the population of Bihar is that of 60% of Uttar Pradesh. At the present rate of enrolment, it will take at least another 10 years for all adult illiterates to get enrolled under the programme. At the present rate of retention of effective rate of literacy, however, it will take at least 35 to 40 years for achieving cent percent retention of effective literacy. Judged by any standard this would be an unduly long period of time. Besides there would be fresh accretion into the ranks of adult illiterates during the intermagnum. It should therefore, be our united endeavour to (a) increase the motivation of adult learners for higher enrolment and better attendance at the Adult Education Centres; (b) Create a more attractive and lively environment so that an adult learner continues with the program-

me till he has attained cent percent effective rate of literacy; (c) reduce the duration of learning on the one hand and improve the pace, content of learning on the other. This is what is being precisely intended through the National Literacy Mission which has been approved by the Union Government.

2. Action-Points under National Literacy Mission

- (a) At the State level, a Literacy Mission Authority is to be constituted with the Chief Minister/Education Minister as the Chairman and with representatives of concerned Departments of the State Government, Voluntary Agencies, Educationists, Scientists, Technologists, Educational Planners and Administrators as members. Action on this should be initiated immediately.
- (b) A Mission Director of the rank of Director/Additional Director of the Adult Education who is known for his commitment to the Adult Education Programme should be appointed and notified alongwith the constitution and notification of SLMA.
- (c) "Deepayatan" which is the State Resource Centre for Bihar, does not have a suitable office-accommodation at present; it was functioning in a hired accommodation which does not meet the functional requirement of the SRC. The State Government have been good enough to allot a plot of land at a good and convenient location for "Deepayatan". The State Government should support a proposal of the "Deepayatan" for sanction of grant-in-aid, both by the Government of India, as well as by the State Government on a liberal basis for construction of a fullfledged office building which should meet the functional requirement of SRC.

3. Instances of interferences in the day-to-day affairs of SRC, have been brought to our notice. This interference extends itself to appointment of staff and use of vehicles which virtually reduces the operational efficiency and effectiveness of the SRCs to the minimum. It was impressed on the Chief Minister that the SRC should be treated as a Voluntary Agency and not as a Department of the Government and should be allowed to function in an atmosphere of freedom, initiative and flexibility which will be conducive to its better functioning. It was also impressed on the Chief Minister that the appointment of Sh. S. K. Mukherjee, Ex-Chief Secretary, Government of Bihar, as Chairman of the SRC (this has since been duly recommended by a Committee constituted by the State Government, of which

I was a member) should be approved by the State Government as early as possible.

4. In Bihar, both the State Board of Adult Education, as also the District Boards of Adult Education were not functioning properly. While with the constitution of State Literacy Mission Authority it may not be necessary to continue the State Board of Adult Education, it was urgent and imperative that Districts Boards of Adult Education were activated and that they meet regularly under the Chairmanship of Collectors concerned. This would greatly facilitate implementation of various aspects of National Literacy Mission at the District level.

5. State Government were requested to prepare Spatial Plan for eradication of illiteracy. Detailed guidelines have been issued for preparation of this plan. The Spatial Plan was still awaited from the State Government. This will have to be expedited.

6. Ranchi, Begu Sarai, Gumla, Madhubani have been identified as the Technology Demonstration Districts in Bihar. It is necessary that detailed action-plans be prepared in respect of these Districts on the basis of a detailed District profiles to be drawn up by the concerned Collectors.

7. Detailed guidelines have been issued by the Central Government for reorganization of RFLP. Paras 8.1, 8.2 and 9.1 of the guidelines regarding selection and placement of right type of Project Officers/A.P. Os, as also Preraks were most important parts of these guidelines. It is imperative that the State Government constitute Committees at different levels for selection of the right type of personnel.

8. Detailed guidelines have also been issued in regard to objectives, manner of setting-up and functioning of Jana Shikshan Nilayams, selection and training of Preraks, building up of Library reading room and other support services for the Jana Shikshan Nilayams. For Bihar, 600 number of JSNs with a total financial implication of Rs. 51.00 lakhs has been sanctioned. The State Government were required to initiate immediate necessary action by way of :

- (a) Identifying location of Jana Shikshan Nilayams;
- (b) Selection of right type of functionaries for the Preraks, equipping the JSNs with various equipment and support services etc.

9. Bihar has a very weak base in implementation of the Mass Programme of Functional Literacy, notwithstanding the fact that there are as many as 10 universities with nearly 50,000 students whose

services could be enrolled under NSS, non-NSS and NCC for the MPFL work. In the absence of monitoring of information relating to activities under MPFL, the extent of involvement of NSS, non-NSS and NCC was practically not known. A meeting should immediately be convened under the Chairmanship of either the Education Minister or the Education Secretary, to which the Vice-Chancellors, the Programme Co-ordinators, Programme Officers, Director, NCC and other officials could be invited so that a detailed action plan for the summer of 1988, could be chalked out for implementation.

10. Bihar has also a very weak base for involvement of Voluntary Agencies in the Adult Education Programme. As on date, hardly 5 Voluntary Agencies are being supported, which considering the area, size of the population and the magnitude of the problem of Adult Illiteracy in the State was quite low. We therefore, need to identify much larger number of Voluntary Agencies and allocate areas to them which are not covered either by RFLP or SAEP. It was in this context, that I drew the personal attention of the Chief Minister to the project which was being launched by Prof. Ramlal Parikh, Vice-Chancellor, Gujarat Vidyapith for enrolling and imparting functional literacy to 5 lakhs adult learners through 1 lakh volunteers in two selected Districts of the State. The Chief Minister was requested to identify more of such Prof. Ramlal Parikhs in his State who could give a push to the Adult Education Programme in his State.

11. Although a sizeable percentage of the members of disciplined forces come from Bihar and there were a large number of Ex-servicemen in the State, their services have not yet been mobilized and utilized for the purpose of imparting functional adult literacy. It would, therefore, be necessary to immediately start a dialogue with the senior officers of Sub-Area Officers Command at Danapur (Bihar) for working out the modality of such involvement. Similar modalities will have to be worked out for involvement of prison staff with the adult education programme.

12. Although Bihar has a good media base in the shape of All India Radio, Doordarshan, folk-media and newspapers, these have not yet been effectively tapped for dissemination of the message of literacy and also for creating the right type of environment which will be conducive to literacy learning. The attention of the Chief Minister was therefore, drawn to the urgent need for mobilizing such support for formally launching of Literacy Mission on 1st May, 1988 and also for spreading the message of literacy amongst all sections of population in general and amongst the SC and ST community in particular.

TOUR IMPRESSIONS OF SHRI L. MISHRA, JOINT EDUCATIONAL ADVISER ON HIS VISIT TO PATNA ON 14-5-1988

I had been to Patna for a day on 14-5-88 to attend a convention of Voluntary Agencies organised by Sri Prerabhai of Banabasi Seva Ashram, Mirzapur (U.P.). In all about 135 Voluntary Agencies had attended the convention, majority of them being from Bihar. The convention was organised primarily with a view to exploring the possibility of lower involvement of VAs in NFE and AE programme. As on date hardly 20 to 25 VAs from Bihar are involved in AE which is not very encouraging considering the size and population of Bihar and the number of adult illiterates (120 lakhs) and also the slow rate of progress in enrolment and attainment of basic levels of literacy through RFLP, SAEP [there are (56 + 256) 312 such projects with 42,000 centres in Bihar] over the year. I, therefore, took their opportunity of explaining the salient features of the revised scheme of grant in aid to the VAs present in the convention and also removed some of their doubts & difficulties. The major complaint which was raised in the meeting in regard to implementation of the scheme of grant in aid was the element of inordinate delay in (a) processing the applications at the level of DAEO, (b) sponsoring the applications at the level of state govt. and (c) sanction and release of grant in aid by the Govt. of India. Besides, irrespective of the well established antecedents of the organisation and the quality of work done, the VAs were subjected to lot of avoidable scrutiny, which sanctions hunt and unnecessary back references which eventually delayed the entire process of sanction and release of grant in aid. A list of complaints grievances ventilated by some of the VAs has been handed over to Under Secretary (AE. III) for necessary action.

During my stay at Patna I addressed a conference of Distt. Adult Education Officers and Project Officers (numbering about 350) who had assembled at the L. N. Mishra Institute for a three-day training workshop. In course of this, I explained to them the areas which distinguished National Literacy Mission from the NAEP, the salient features of the new area approach to the programme, the role of DAEOs & PCs (of RFLP & SAEP) in selection of the right type of adult education functionaries (Instructor, Prerak etc.) at the grassroot level, who will be knowledgeable, competent & highly motivated arranging their orientation & training and listening to their problems & grievances at close intervals through inspection & supervision. I also impressed on them the need for adopting a positive and constructive approach to the VAs involvement in National Literacy Mission. I also met the Education Minister. (Dr. Navarudra Jha) Education Secretary (Shri R. S. Tiwari) and Director, Adult Education (Mrs. Neelam Nath) and discussed with them the following issues :

(i) **Constitution of State Literacy Mission Authority :**

The Minister and officers of the state govt. were of the view that they will consider constitution of the SLMA only after the same has been constituted at the National Level and guidelines for its constitution at the state level were issued by the Central Govt.

(ii) The Director, Adult Education will be formally notified as the State Mission Director only after the SLMA had been constituted.

(iii) **Strengthening of the administration of adult education at the state and district level in pursuance of the guidelines issued by the Central Government**

The state govt. have since formulated detailed proposals for creation of additional posts at the state & district level for the purpose of the said strengthening and the same were awaiting the approval of the empowered committee. The proposals will be sent to Govt. of India only after they were cleared by the Empowered Committee.

(iv) **Preparation of district level action plan and appointment of district mission leader**

Madhubani, Begusarai, Ranchi and Gumla have been identified as the four Technology Demonstration districts from Bihar. A format for preparation of the district level action plan had been designed, guidelines for such preparation issued and officers have been deputed from Delhi to assist the Distt. administration for completion of the plan. It was hoped that the process would be completed by end of May '88.

The State Govt. was requested to notify the appointment of Distt. Mission leader which will provide a fillip to the process of Technology Demonstration. They have agreed to do the needful.

(v) **Implementation of the revised pattern of RFLP and establishing parity between RFLP & SAEP**

As on date, there are 56 RFLPs and 256 SAEPs. There was, however, a wide disparity between the staffing pattern of RFLP & SAEP. While the former had one PO and one APO, the latter had only one PO & no APO. The revised pattern of the

RFLP was yet to be introduced (1 PO, 4 APOs & other additional staff & equipments). Even proposals in this regard have not been formulated and sent to Govt. of India for sanction. There was no proper allocation of area between RFLP, SAEP & VAs (Whose involvement with the programme was limited).

The Education Secretary was requested to work out the details & send his proposals to Govt. of India soon. He was also requested to make out a case with the state Planning Deptt. for restoring the status of SAEP to the same level as that of RFLP.

(vi) Training of Adult Education Functionaries

There are as on date 37 DAEOs, 312 POs, 56 APOs (SALPs do not have any APO) about 2000 supervisors and 42,000 instructors. Additionally there are the AE functionaries under about 20 voluntary agencies as also the master trainers and student volunteers under MPFL who are in need of training. The existing supervisors would be replaced by the Preraks who will be in charge of Jana Shikshan Nilayams & would also need to be given training.

In course of discussion with the Director and other officials of Deepayatan (which is the SRC for Bihar), I was given to understand that the staff of RFLPs, (PO & APO) have been trained but most of the staff of the SAEPs continue to be untrained. It suggests that enough provision has not been kept with the SALPs for this training. This, it was felt would defeat the very objective of opening large number of SAEPs.

Similarly it was observed that most of the instructors have received training for 6 to 8 days and not 21 days.

It was, however, encouraging to know from the Director and Deputy Director, SRC (who is in charge of training), that they have developed a participatory approach in conducting all types of training. They are also laying emphasis on use of audiovisual aids for training. The SRC has also produced a couple of good training films (video) on relevant themes such as methods of literacy teaching, role & functions of supervisors and instructors. One more film on JSN is in the process of being made. Training needs are being carefully assessed through pretraining evaluation questionnaires, training made more lively through field visits and impart of the training is being evaluated by the trainees themselves. To maintain permanent contact with the trainees through correspondence, a new journal captioned 'SAMPARK' has been brought out by the SRC through which the trainees can freely express their views & comments. This is an innovative feature adopted by the SRC. Yet another innovative feature is that a list of would be resource persons has been prepared by the State Resource Centre (in consultation with DAEOs & Project Officers) for the purpose of comparity training to them so that their services are available for the SRC throughout

(vii) Jana Shiksha Nilayams

600 JSNs have been sanctioned for Bihar during 1981-85 with an estimated cost of Rs. 71 lakhs. The sanctions were issued towards the close of the financial year. No request for carrying forward the amount for utilisation during 1988-89 has been received. Without, however, waiting for a formal reference from the State Government, we may issue a general order permitting all the state governments, (who have been issued sanction for JSN) to utilise the amount during 1988-89. The various stages involved in implementation of this new scheme are (a) selection of location for JSN with facilities for a suitable accommodation, (b) appointment of Prerak, (c) Training of Prerak, (d) selection of books, purchase of books, opening up of library and reading, room facilities, (e) identifying a good volunteer who will look after the work of the library and reading room when the Prerak is away on tour, (f) identifying institutions who will be able to conduct simple and start duration training. Although detailed guidelines have been issued covering all these, the state government were yet to initiate any effective action for starting the JSNs.

(viii) Mass Programme for Functional Literacy

In the meeting held with Chief Minister, Bihar on 30-3-1988, I had suggested that the Education Minister may take a meeting at his level with the Vice-Chancellors of all Universities (numeracy 11) of the state to ensure involvement of maximum number of students (NSS, Non-NSS and NCC) in MPFL. In response to this, the Education Secretary (Shri R. S. Tiwari) took a meeting with Vice-Chancellors of all the eleven universities on 14-4-1988. Unfortunately, however, this has not produced the desired results. It appears that during 1986 (summer) and 1987 (summer) each 66,000 literacy kits were produced by the State Resource Centres and supplied to these universities but it is understood that most of these kits are still lying unutilised with the universities. Except Magadh and Bihar (Muzaffarpur) universities which have evinced some interest in the programme, the remaining nine universities have been by large indifferent to the programme. The matter needs to be brought to the notice of Secretary, UGC as also that of individual V.Cs.

During 1987-88, a sum of Rs. 25.00 lakhs has been sanctioned in favour of the State Resource Centre for production 1,25,000 number of literacy kits for the summer of 1988. The State Resource Centre, however, does not feel the necessity of producing additional number of kits as according to the Director, State Resource Centre large number of kits which were produced and distributed during the summer of 1988 are still lying undistributed with the universities. Most of the colleges of Bihar have closed on and around 20th April, 1988. We should ascertain the number of kits lying with the Directors, Adult & Continuing Education and NSS Coordinator of the Universities, whether they have completed the training programme of trainers (Programme Officers of NSS and Adult and Continuing Education of the Colleges) and that of the students volunteers

(ix) State Resource Centre

The Programme of Action of the SRC for 1988-89 both in regard to material production as also in regard to training was reviewed in detail. In addition to preparing standard Primers, Workbooks, Instructors' Guide and other support materials, the SRC has planned to prepare, in consultation with C.I.L.L., Mysore bilingual primers in Santhali, Oraon, Ilo, Munda Sadri, Bengali and Oriya. This is in conformity with the policy enunciated in National Literacy Mission to impart functional literacy through the language spoken by large groups of people. Additionally, it has planned to take up the following items of work in the field of material production :

- (i) Updating agriculture, horticulture, animal husbandry, social forestry;
- (ii) Preparing books for neo-literates in collaboration with Agriculture universities, Pusa and Ranchi;
- (iii) Updating charts on mulberry, tusser and silk industries.
- (iv) Preparing booklets on indigenous medicines & yoga;
- (v) Preparing package materials on goitre, I.B., leprosy, deworming, spacing of family and growth monitoring for children;
- (vi) Preparing a booklet on various Insurance Schemes (crop & cattle);
- (vii) Preparing a booklet on preventing and lighting fire;
- (viii) Preparing a booklet on special facilities provided for women, SC & ST;
- (ix) Preparation of success stories of ordinary successful women;
- (x) Preparation of Post-literacy materials depicting life and teaching of social and religious leaders of SC, ST, Kabir, Birsa Nunda and other social reforms.

Training : The State Resource Centre has drawn up a detailed training programme for 1988-89. The schedule covers the following :

The train 400 trainees who will train 7500 Supervisors Preraks and 75,000 Instructors by building teams at the District/Project level.

To prepare training aids i.e. Print, visuals, audio-visuals etc. to be used at the various levels of training.

Operationalisation of the above schedule will be taken up in fifteen phases. The first phase will cover training of 50 Master Trainees. This will be essentially in the nature of an orientation spread over a period of 8 days. This will be implemented in collaboration with the society for Participation Research in Asia and will have as its clientele selected resource from voluntary agencies, universities, training colleges and individuals with attitude in imparting training. The second these will involve are intensive training of 400 trainers at 6 places (which will be regions

comprising of a number of districts) in 6 groups of 30 to 35 each spread over a period of 8 days. The Third Phase (spread over period of 6 days) will relate to team building efforts by the trainers at the district level to organise training programmes for Supervisors (Preraks) and Instructors. This would mean forming groups, preparing time schedule for the training and preparing strategies to associate the groups with the District Resource Unit as and where they are ready to undertake training programme in an organised manner. Such strategies could include identifying and mobilising local resources for training of the two categories of functionaries (Supervisors and Instructors). The fourth phase could relate to actual holding of the training programme for Supervisors and Instructors in groups of 30-40 persons spread over a period of 11 days for each groups. The fifth phase (5 days) could relate to an evaluation of the effort of the trainer groups (by themselves) in imparting training to the Supervisors and Instructors. The evaluation would comprise of the content, method, approach, strength, training materials, feedback from the grass root level functionaries, future requirements etc. The Sixth Phase (5 days) would relate to setting up strategies and time schedule for inservice training programme for trainers, team, supervisors and Instructors. The Seventh Phase (15 days) would devote itself to preparation of software for Radio which in the eight phase (7 days) a workshop would be held prepare training materials for inservice training. The Ninth Phase (5 days) would devote itself to orientation of the trainer groups in inservice training while the Tenth Phase (3 days) would concern with orientation of the trainers team at the district level. The remaining five phases would devote themselves mostly to inservice training for Supervisors (Preraks) and Instructors and taking and overview of all aspects of training through assembly of trainers groups, training groups, etc.

The schedule drawn up by 'Deepayatan' is very comprehensive, imaginative and pragmatic. This practical and capable of being adopted implemented by other State Resource Centres as well. The schedule would be sent to them after it has been seen by our Director, Directorate of Adult Education Shri Anil K. Sinha.

The schedule of material production, preparation of training curriculum and design for imparting training has been well conceptualised well formulated and would serve as a module for other State Resource Centres and training Institutions. One thing most striking about this training is that in design it has been made fully participative. Some of the video training films which I had the occasion to see at the State Resource Centre (which have been prepared by Shri N. B. Ban, Dy Director at a very low cost) are models of imagination and sensitive handling and would also serve as examples for other State Resource Centres. These efforts which are laudable have not been matched by results due to factors beyond the control of State Resource Centre. These are :

- (i) Material for Post-literacy are not being procured and supplied by the State Government through sources other than State Resource Centre.

- (ii) In order that the adult education programme is lively and meaningful through integration with other development programme well visualised and well-illustrated posters have been prepared in large numbers but hardly 2000 posters have been lifted against 42,000 centres.
- (iii) Most of the teaching learning materials which are produced by the State Resource Centre are not distributed to the Adult Education Centres in time. Instead of the State Directorate lifting the materials and there failing to distribute there in time, it will be much better if the Supervisors/Instructors are allowed to lift the materials as and when they come for training and distribute them at the Adult Education Centres.
- (iv) It was add to know that most of the learning materials for the Adult Education Centres of late are being procured from Private Publishers while the teaching aids are being supplied through the District Adult Education Officers. This is not easily intelligible and more so, where the State Government themselves are contributing about to Rs. 2 lakhs per annum to the State Resource Centre and have a vital stake in its functioning. If the material produced by the SRC are not purchased by the State Government 2 consequences will follow. On the one hand, the State Resource Centre's financial position will be weakened. The SRC for its survival will have to take up a number of non-SRC activities (like the Literacy House, Lucknow) which will dilute the quality of its original work. Second and this is more serious, this

materials purchased by the State Government from other sources (other than the SRC) may not conform to the desired quality and may, therefore, produce a deleterious effect on the Instructors as well as the adult learners.

Such a practice (as now) is evidently highly unethical and undesirable and needs to be disposed in the interest of quality. The matter has been brought to the notice of the Education Secretary for immediate intervention and for restoration of the standard practice of encouraging the State Resource Centre to extend the academic support to the programme.

Voluntary support to National Literacy Mission

It has been urged before Chief Minister in the meeting held on 30-3-88 that the existing support by Voluntary Agencies to the adult education programme is very weak and that for large state like Bihar with 12 million adult illiterates we need to considerably strengthen this support. Since then, there has been no perceptible improvement in this support base. In the convention on VAs, Sri Prembhai of Vanavasi Sevashram and the principal organiser had assured me that he would be able to mobilise and involve 100 VAs in the programme for Bihar State. He has been requested to send us the names of these agencies with details of the area based programme which would be taken up by them. This is still awaited from him. After it is received this would involve a number of things namely (a) Allocation of the area to each agency according to its capacity, expertise & resources. (b) Appointment of functionaries and arranging training of the functionaries (c) Planning production of teaching learning materials (d) Launching the programme (e) over seeing, monitoring & supervision.

TOUR IMPRESSIONS ON VISIT TO BIHAR FOR REVIEW OF NATIONAL LITERACY MISSION (6TH & 7TH JANUARY, 1989)

I had visited Patna along with Sri Anil K. Sinha, Director, DAE, Government of India and had made an indepth review of the pace and progress of implementation of NLM in the office of Director, Adult Education and State Mission Director. This was followed up by a brief meeting with the Chief Minister, Bihar and later a final round of discussion with Principal Secretary, Education. The following are the plus and minus points of NLM in Bihar arising out of the review :

Plus Points

I. Mass Campaign for NLM has been launched at the State level on 5-5-88 by the Governor and the Chief Minister, Bihar.

II. The State Literacy Mission Authority (SLMA) has been constituted.

III. The post of a full time Director, Adult Education has been created and filled up. The Director, Adult Education has been notified as the State Mission Director. Sri J. N. Tripathi, an Officer in the Senior scale of Indian Administrative Service has assumed charge as the State Mission Director.

IV. The Deputy Development Commissioners of respective districts have been notified as the District Mission Leader.

V. District Level action plans for three out of the four T.D. districts (Ranchi, Gumla, Begusarai) have been prepared.

VI. After announcement of NLM a comprehensive set of instructions/guidelines have been issued by Mrs. Neelam Nath, ex-Director, AE to the field functionaries of adult education such as D.AEO and Project Officers (as early as August 1987) encompassing a wide range of areas such as :

- (a) Survey of an area to identify the number of adult illiterates;
- (b) identifying in course of the survey suitable persons fit for selection as Instructors;
- (c) according priority to an area having concentration of SC and ST illiterates for location of an AEC;
- (d) establishing contact with these people and women and explaining to them the central objective of an AEC;
- (e) selection of Instructor and Supervisor and their training;
- (f) norms of Supervision;
- (g) purchase of teaching learning materials etc.

The guidelines cover the procedure for selection of Supervisors and Instructors through Selection Committees at the district and sub-divisional levels. It emphasises and rightly so that the person to be selected as an Instructor should have the basic qualification in reading, writing and arithmetic, should have interest in social work, should be from the same village where the Centre is located, should be acceptable to the group for whom the AEC is being located and should be healthy and energetic. The guidelines also cover the methodology (participative) and content (practical and oriented to the day to day life situation) of training of Instructors.

VII. One of the most striking features of this circular which speaks volumes of the clear perception, insight and commitment of Smt. Neelam Nath, ex-Director, AE is how to conduct the adult education programme with a spirit of total openness and absolute dedication.

"If you do not have any faith in the programme, if you do not feel confident of skillfully and efficiently conducting this programme which is a difficult one or if you do not want to continue in the programme, please feel free to state it clearly to me. But you should remember that it is a crime to remain in the programme and yet not to conduct the programme skillfully and efficiently in conformity with the prescribed guidelines."

VIII. Some of the District Magistrates like D.M. Nalanda have evinced keen interest in NLM and have submitted Plans for involvement of non student educated youth volunteers in NLM.

IX. The 'Deepayatan' which is a Voluntary body of nearly 10 years standing has been recognised as the State Resource Centre for academic and technical resource support to adult education programme. During this long period, it has rendered lot of useful work in designing well visualised and well illustrated teaching learning materials (both basic literacy and post literacy) separately for men and women, in designing modules for training of resource persons as well as adult education functionaries and conducting training of adult education functionaries, designing and producing literacy (for involvement of students), drawing up an excellent perspective plan for training of functionaries, designing a number of primers in spoken languages through series of workshops and having them pretested before adoption etc.

Minus Points

I. A State level perspective plan for NLM from 1988-89 to 1994-95 together with a State Level map showing the magnitude of the problem, the areas,

which are already covered by RFLP, SAEP, VAs, proposa for covering the uncovered area during the coming years, human, material and financial requirements, problems and constraints etc. is yet to be prepared. This is an imperative need.

II. Similarly there has been inordinate delay in preparation of district level action plans for the 36 districts (including the T.D. district of Madhubani) despite issue of clear guidelines as early as May 1988 and even after deputing Senior Officers from Government of India from time to time to follow up the action at the district headquarters. We will not be knowing the ground where we stand, what we have and what we need additionally (human, material and financial resources) to achieve the objectives of NLM during the coming years (1989-90 onwards) without detailed district level action plans.

III. The State Literacy Mission Authority formed in September 1988 is not very representative. Besides, it is merely an advisory or recommendatory body and not an executive body. Even after the Authority was formed, all proposals continue to be sent to Planning and Finance Departments. Since the Chief Minister is the Chairman of the Authority and Finance Secretary is a member alongwith Education Secretary and other Senior Officials, the Authority should be competent to take all decisions for NLM at the State Level within a scheme of delegation of powers (administrative and financial).

The reference to Planning and Financial Departments is unwarranted.

IV. There is a plan scheme of strengthening the administration of adult education at the State and District level which is fully funded by the Central Government. Bihar has been placed in 'A' category under this scheme and is entitled to 37 posts. Although the pattern was revised as early as April 88, Bihar is yet to avail of the benefit under this scheme. The Director, Adult Education and State Mission Director is severely handicapped today in the absence of qualified and experienced staff who are committed to adult education. Even with the limited staff, the distribution of work amongst the Officers has been lopsided. No serious thought seems to have been given to the entire concept of a rational and judicious distribution of work in the light of the fact that the Mission is time bound and demands lot of urgency and seriousness.

V. The Director, Adult Education has been equally handicapped on account of the fact that he has not yet been delegated with administrative and financial powers necessary to enable him to discharge his functions smoothly and efficiently. He has also not yet been given ex-officio secretarial status despite a clear decision arrived at in the Conference of Education Secretaries and Directors, Adult Education held at New Delhi in June 1988 and communicated to all States/UTs immediately thereafter. Consequently, the Director has to send all his proposals through a routine correspondence which consumes lot of time. The proposals submitted by him also take inordinately long time for a decision.

VI. The Central Plan scheme of Rural Functional Literacy Project has been reviewed and reorganised and detailed guidelines issued since March 88. This is yet to be adopted and implemented by the State (there are 566 RFLPs in the State). Unnecessary queries have been raised (in course of processing of the proposals) regarding the need for 3 additional APOs when the same has been clarified in shape of detailed guidelines while revising the scheme in March 1988 and communicated to all States/UTs..

VII. The implementation of RFLP and SAEP is not co-terminus with the financial year. Ordinarily, adult education centres are to open in the beginning of a financial year and within one month of issue of sanction (which is sufficient for completion of all arrangements for starting an AEC). Instead, adult education centres are being opened in October-November and are continuing for a period of 10 months which is contrary to the spirit of the circular instructions issued in January 1985 (which stipulate that Phase-I of the programme should continue for 8 months). Inordinate delay in commencement of the programme causes delay in monitoring the feed back from the field. It also results in tremendous amount of wastage of resources. If the AECs are opened in October-November, the performance of the AECs would not be known till October-November of next year. Illustratively, the performance report of the State for the year 1987-88 has not yet been made available. The life of the adult education centres opened during 1987-88 was over in October-November, 1988 but these Centres have not been opened thereafter on account of the NGOs strike till December, 88 and yet the P.Os. and A.P.Os in charge of the Projects continue to be paid for no work whatsoever. Such waster of scarce resources brings bad name to the whole programme.

In NLM we are looking forward to attainment of the desired level of literacy and numeracy and not in terms of mere enrolment but as far as Bihar is concerned, we do not even know where we stand even in regard to 1987-88.

VIII. During 1987-88 (February 1988 to be precise) 600 JSNs were sanctioned for Bihar. This is a cent percent centrally funded new scheme. Along with administrative and financial sanction, clear guidelines were issued. All the JSNs should have been operationalised by now. It appears that Committees have been formed at the district level headed by the Deputy Development Commissioner and consisting of DAEOs, PO, 2 MLAs, 2 Social Workers, 1 VA, 1 Woman and a representative from SC & ST. Till date the process of selection and training of Peraks has not been completed. It is, therefore, difficult to say by which date the JSNs will be operational. Since the Centre based programme has come to a stand still by September 88 and no arrangement for post literacy and continuing education has been made, all the neo-literates are likely to into illiteracy soon which is far from desirable.

IX. There are 256 SAEPs in the State, although these are not properly structured i.e. they do not

conform to the staffing pattern of RFLP. No planning also seems to have been made for providing JSNs to meet the full requirement of SAEPs and to establish a linkage between basic literacy post literacy and continuing education.

X. An objective and dispassionate analysis of the impact of the centre based programme between 1978-79 till date shows that over the years there has been increase in the number of projects (from 31 in 1978-79 to 312 in 1988-89) number of AECs increase in investment in the Projects and also number of persons reported to be enrolled but unfortunately there has not been any overall and perceptible impact on reduction of the number of adult illiterates. Illustratively, if the number of adult illiterates (15-35) according to 1981 census was 135 million, it is 14.98 million or nearly 15 million as on 1-4-1988. Apart from increase in the rate of growth of population and increase in absolute number, 2 factors which have significantly contributed to the increase in the absolute number of adult illiterates are (i) high percentage of dropout (30%) and (ii) relapse into illiteracy (15%).

XI. There are 9 Universities with a sizeable population of students (N.S.S. Non-NSS and N.C.C.) but unfortunately their involvement in NLM is minimal and the impact not perceptible. Literacy kits have been produced and supplied to the student volunteers in large numbers in the past but in the absence of any feedback from the field the Directorate is completely unaware of what has been the outcome of MPFL which is in operation for nearly 13 years.

XII. There has not been any major mobilisation drive either from the side of the State Government by way of holding a State level or Zonal level convention of VAs as is being done in some other States or from the side of any other non-governmental institution like Kerala Shastra Sahitya Parishad in Ernakulam or Gujarat Vidyapeeth in Ahmedabad.

Sri Prembhai of Banbasi Seva Ashram had organised a convention of VAs in June 1988 with Central Assistance and a list of about 140 good VAs was identified and sent to the State Government (deputed officially to ex-Education Secretary—Sri R. S. Tiwari). No response was received to this letter till date.

Repeated requests made to the State Education Department as well as to the State Director of Adult Education to organise conventions of VAs has not produced any result. The matter is being pursued from July 88.

The entire procedure of implementation of Central grant-in-aid scheme in Bihar has been slow and cumbersome. Ordinarily, all applications from the VAs eligible to receive grant-in-aid from the Central Government are required to be processed at the level of Director, AE and Secretary, Education Department with utmost expedition and speed and the recommendation of the State Government sent to GOI. What has happened instead in that in Bihar, a scrutinising Committee comprising of the Officers of Education Department has been constituted to process

all application. This is totally unnecessary and unwarranted as recommendations of the DAED and Collector are already available. Therefore the Committee is redundant needs to be totally dispensed with.

XIII. Academic and Technical Resource support

Voluntary Agencies of repute and standing and having academic distinction were encouraged in the seventies to provide technical resource support to the adult education programme. The idea underlying this decision was that Voluntary Agencies work closely with the people and they should be able to design materials which will flow out of the grass root level experience which will be of direct interest and relevance to the lives of the adults. It is with this end in view that *Deepayatan* was recognised as the SRC for Bihar. Unfortunately, however, ever since *Deepayatan* was given this recognition, its effectiveness has been severely circumscribed due to the following factors :

- (a) The SRC is being treated as one of the wings of Government and not as an autonomous body. This autonomous character is crucial to the proper functioning of the SRC.
- (b) The selection procedure has been faulty and erratic and often at the cost of quality. Contrary to the guidelines issued by the Government of India, no proper selection of the functionaries. Instead, an Establishment Committee under the Chairmanship of Education Secretary has been formed to make selection to various posts. Sometimes, persons have been appointed to various posts in the SRC without any interviews. Illustratively, a person who retired from the Directorate of Adult Education was appointed to the SRC in place of another person was continuing in the SRC for several years. He resigned only when he came to know that the retirement age was suddenly lowered to 65 (he was already 68). One may get the impression that only to accommodate a new incumbent the retirement age was suddenly lowered.
- (c) According to the bye laws of *Deepayatan* the Director, SRC is to be appointed by the same Committee which is responsible for selection of the Chairman. The bye laws do not vest Government with any power to select the Director. In a recent order issued by Government, the existing Director, *Deepayatan* has been unceremoniously relieved of his duties and the Director, Rajbhasha Vibhag has been appointed as the Director in addition to his own duties. Such an act appears to be without authority, is in contravention of the provisions of the bye laws and will leave a demoralising effect on the morale of other Officers and staff of the SRC.

- (d) According to the schematic pattern of funding the GOI contributes 80% of the grant-in-aid, the State Government contributes 15% and the remaining 5% comes from the Voluntary Agency. The State Government's share of 15% amounting to Rs. 360 lakhs (Rs. 1.80 lakh per annum) for 1987-88 and 1988-89 is yet to be released.
- (e) State Government have not yet released funds to the SRC for conducting a special training programme (amounting to Rs. 5 lakhs).
- f) Post literacy and continuing education materials are not being lifted from the SRC as a result of which materials worth Rs. 15 lakhs are lying with the SRC.
- (g) There has been an attempt to unnecessarily increase the load of the SRC without any additional fund or personnel by taking a decision to merge non-formal education Centre with the SRC. Such merger without corresponding increase in staff and equipments will adversely affect the resource support for NLM.

XIV. The performance of projects in the field leave much to be desired. Inspections conducted by the field level inspecting Officers reveal that there is hardly any sense of urgency, seriousness and awareness of the Mission (despite the fact that I had addressed in May 1988 a conference at Patna of all DAEOs (39) and POs (312) about the objective, strategy and methodology of the Mission). The following deficiencies were broadly observed by me in course of perusal of few inspection reports.

- (a) The POs do not remain at the headquarters of the Project.
- (b) Most of the POs have been promoted from the cadre of Supervisor and without proper orientation and training are not equipped to do justice to their assignment.
- (c) The training of the Instructors is neither residential nor participatory. The participatory methodology of training enunciated in the document '*Learning for Participation*' does not appear to have been given any fair trial.
- (d) Dues of Instructors have been settled without there being any evidence of Centre activity.
- (e) The evaluation of learning outcome is not being done on a quarterly basis but annual basis. The Additional Director, Adult Education observed that according to his presumption no test was at all being conducted. The Director, Adult Education, however, clarified that the Instructor has the occasion to evaluate the performance of the learner

throughout day to day interaction, discussion and the quality of learning as may be reflected through work-book. This by itself is, however, unlikely to lead to any scientific conclusion.

- (f) A format for inspection of Projects has been designed which is not comprehensive. Areas pertaining to finance, budget, accounts etc. need to be incorporated.

XV. Decentralisation of academic and technical resource support to the adult education programme

No DIET was sanctioned during 1987-88 nor in 1988-89. Consequently, no DRU could also be set up. This is on account of the fact that the State level task force could not meet in time and submitted a report which was faulty. The task force has not met in 1988-89 either.

XVI. Production of bilingual primers and imparting literacy in languages spoken by large groups of people is an important strategy in NLM. A decision needs to be taken at the level of State Government first and communicated to the SRC to enable the latter to design such bilingual primers. After the decision has been taken, a large number of functionaries will have to be trained in the content and technique of biliteracy. No decision seems to have yet been taken by the Government of Bihar in this direction.

XVII. The Management Information System (MIS) is extremely weak and sufficient attention does not appear to have been paid to compilation of field reports.

Specific suggestions for operationalisation of NLM in Bihar

I. The State Literacy Mission Authority should be vested with full executive and financial powers so that reference to State Planning and Financial Departments is avoided as far as possible.

II. The State level and district level perspective plans (1988-89 to 1994-95) should be finalised without further delay.

III. The administrative structure at the State and District level should be strengthened without further delay. The State Mission Director should be given ex-officio Secretarial Status and should be delegated with necessary administrative and financial powers to enable him to discharge his functions smoothly and efficiently. He should be provided with all tools and equipments by the State Government which are necessary for his operational efficiency.

IV. Backlog of training of all adult education functionaries should be identified and the process of participatory training be completed for all of them by the close of 1988-89. Resource persons should be identified locally to provide a fillip to this process.

V. The revised pattern of RFLP should be adopted and implemented for both RFLP and SAEP without further delay. The present structural disparity between RFLP & SAEP should be removed.

VI. All centre based programmes (RFLP, SAEP etc.) should be co-terminus with the financial year for better administrative and financial discipline and for a more effective monitoring. The Centres should commence preferably in April-May every year and within one month of receipt of sanction. This would facilitate better monitoring and better administrative and financial discipline.

VII. The new institutionalised set-up for post-literacy and continuing education in JSN should be operationalised without further delay. This involves :

- (a) Selection of location for JSN.
- (b) Selection & training of Preraks.
- (c) Procurement of tools and equipments.
- (d) Building up of library and reading room.
- (e) Designing and production of titles for the neoliterates.

VIII. Strict instructions should be issued by the Chief Secretary and Development Commissioner to the Secretaries of all development departments for

- (a) extending full co-operation, support and help by the development functionaries to make the activities in the adult education centres as well as in the JSN purposeful and effective.
- (b) make available the developmental literature to the JSN for converting the latter into a Centre for dissemination of development information.
- (c) make available the expertise of different development functionaries for conducting simple short duration training programmes.

IX. Library Service is the essence of any JSN activity. The State which is not as strong as others in South India in library movement may think of enacting a legislation for promoting a learning society in rural areas through intensification of Library service.

X. The Steering Committee under the Chairmanship of Education Secretary should meet as frequently as possible to take a complete stock of the development in the Mass Programme of Functional Literacy with involvement of University and College students. A detailed action plan may be prepared with the following components :

- (a) proper identification of student volunteers having the aptitude and inclination for this work.
- (b) selection of experienced and highly motivated teacher co-ordinators or master trainers.
- (c) identification of the teaching-learning materials or literacy kits and placing indent with SRC.
- (d) designing suitable training modules and arranging the training of master trainers as well as student volunteers.

(e) monitoring the learning outcome.

(f) evaluation of the Programme.

XI. Similar action plans may be prepared for involvement of the following in NLN :

- (a) Prison management and staff.
- (b) Welfare organisations attached to army, navy and air-force.
- (c) ex-servicemen.
- (d) Non student youth.
- (e) Housewives and Womens' Organisations.
- (f) primary school teachers and teachers' Organisations.
- (g) Banks, Co-operatives and Financing institutions.
- (h) Panchayats, NACs and Municipalities.

XII. How to make the system work better

Considering the fact that there is tremendous amount of wastage and leakage of resources in the manner in which the adult education programme is being implemented, the State Government should seriously consider to introduce a productivity linked or result oriented programmes under which for every given input of manhour or effort, there should be a given output and every Instructor can be paid honorarium at a prescribed rate, say Rs. 50/- or Rs. 75/- per learner only when the Instructor has succeeded in making the learner literate. Such an experiment is being tried on a pilot basis in West Bengal.

XIII. Management of project

- (a) The State Mission Director must review all the existing formats for MB and must design a new system which will not only ensure easy and timely flow of information but credibility in the information system.
- (b) The above arrangement should be supplemented and reinforced by a system of regular and rigorous inspection. For this purpose, a comprehensive format of inspection should be designed encompassing all important aspects of the Programme. An annual plan or schedule of inspection of Projects (including RFLP, SAEP, projects of VAs, NYKs, MPFI etc.) should be drawn up in such a rational, scientific and judicious manner as would make it possible to cover all projects by all the Officers available at the Headquarters of AE Directorate at least once within a year. The accuracy and authenticity of all feedback emanating from the field level should be subjected to thorough check even on a random sample basis.
- (c) All POs and APOs should undergo training in various aspects of financial management

as also in the techniques of time management so that they are able to conserve scarce resources and ensure their optimum utilisation within the given constraints.

The administrative and financial discipline in management of projects needs to be tightened by the State Mission Director.

- d) The evaluation of learning outcome should be both formative as well as summative (at present it is being done on an annual basis). All Institutions in a village and the Community as a whole should be involved in the evaluation process. It should be participative and at the same time as open, simple and non-threatening as possible. The State Mission Director and his officers should make it a point to visit the learners (covered in a programme) and interact with them to satisfy themselves about the levels of literacy and numeracy acquired at the close of the adult education programme.

XIV. Academic and Technical Resource Support

- a) Deepayatan, Patna should be given full functional autonomy to make it an effective tool of resource support to NLM.
- b) Immediate steps should be taken to fill up the posts sanctioned by the Central Government for the SRC. A proper selection procedure should be followed for this purpose. The guidelines issued by the GOI in April 1988 while communicating the revised staffing pattern for all SRCs should be followed without any exception.
- c) All dues of the SRC (including the contribution of State Government) outstanding against the State Government should be liquidated immediately. The vehicle of the SRC withdrawn by the State Government should be restored to them in the larger public interest.
- d) The State Government should as a matter of policy purchase all basic literacy as well as post-literacy materials from the SRC. There should not be any attempt to procure them from Private Commercial producers as they may not produce standard teaching learning materials for adults (which is the task assigned to the SRC). The existence of 'Deepayatan' and the valuable contribution made by it during the last 10 years should be treated as a matter of pride and distinction for the State.
- e) The State Government or the Directorate of Adult Education should not, therefore, act in a manner which will undermine the dignity and authority of "Deepayatan" which is basically a Voluntary Agency and not an appendage of the government. Instead, they should extend all possible co-operation

and support for the smooth and efficient functioning of the SRC. Illustratively, considering the paucity of present accommodation, proper working environment and absence of many infrastructural facilities, it is imperative that the SRC should have its own building with conference room, training room, laboratory for processing of films etc. The State Government should, therefore, provide land and financial resources for construction of its own building.

- f) Considering the magnitude of the problem of adult illiteracy, the heavy backlog of functionaries to be trained and imperative need for decentralised resource support, the State Government should take urgent steps for setting up of as many DRUs as necessary for fulfilling the longfelt resource need at the grass root level.

XV. Media Support and Environmental Building

- a) The State Government should mobilise and involve creative thinkers, writers and artists in a big way for preparation of features, stories, spots etc. which can be available for broadcast and telecast. Continuously for a period of 6 months to 1 year for environment building.
- b) The State Government should also identify such creative thinkers, writers and artists and involve them in writing series of articles on the theme, "Need for a Relevance of Literacy" which can be published in local newspapers continuously for 6 months to year till full public awareness has been created.
- c) The State Government and the State Mission Director should also take the initiative of organising State level and district level conventions (as has been done in Orissa and Karnataka) so that the process of identifying good, reliable and dedicated Voluntary Agencies having the experience, expertise and commitment to adult education and involving them in NLM could be facilitated. Such an effort on the part of the State Government has been overdue (considering the fact that there is a wide uncovered gap in adult education programme in many parts of the State and Voluntary Agencies have not been involved with NLM in the State in a big way).

CONCLUSION

Bihar provides a strange paradox of affluence and poverty, of industrialisation and mineral development and displacement of people, of rich landed gentry and landless agricultural labourer getting into bondage and sliding lower and lower on the social and economic ladder. It is also a combination of diametrically opposite geographical and topographical features

characterised by the rich alluvial Gangetic plains of Monghyr and Bhagalpur on the one hand and the poor landscape of Palamau (with acidic soil) and Sasantal Parganas on the other, of caste hierarchy and feudal social structure resulting in land alienation, denial of minimum wages, leading to bondage and many other undesirable consequences. In such a difficult and complex situation, which has been further compounded by a host of fads, taboos, dichard and obscurantist ideas the nexus between literacy and development has not been properly understood, far less being appreciated. If millions of unorganised landless agricultural labourers, share croppers and rural artisans in Bihar are to organise themselves into the fold of trade unions or co-operatives or any other form so that they can reap the fruits and benefits of planned progress, it must be preceded by intensive education, awareness building and conscientisation. Literacy is the first and the most important input in this entire process. But literacy like any other input of social and economic development has to be a systematic and organised effort and not an isolated effort. It also cannot be the effort of one agency and far less of Government machinery alone. This aspect is sadly lacking in Bihar today. While an attempt has been made to provide a fillip to adult literacy in the past through a number of RFLPs and SAEPs, simultaneous effort has not been made to identify the lacunae and shortcomings and arrest the leakage and wastage. There is wide disparity in the structure, resource base and coverage of these projects. The duration of learning has been made unduly long by ignoring the fact that the interests of an average learner who is burdened by endless worries, anxieties and tensions can hardly be sustained over such a long duration. In a State which has as high a percentage as 8.31 of the total population as members of the ST, (58.11 lakhs) any attempt to impart literacy to them in the state standard language (which itself has numerous variants) is bound to be repelled and bound to lead to alienation of the clientele. This is what has precisely happened over 110 years of implementation of the National Adult Education Programme. And finally, while large areas have remained uncovered, not enough serious effort has been made to promote voluntarism and to involve good

and reliable Voluntary Agency by inducing them, if necessary, from outside the State.

All these mistakes and omissions of the past and deficiencies of the present programme can be remedied to correction provided there is right perception, right approach and right attitude to the people. The NLM document provides the insight and direction but its implementation will have to take place at the grass root level. A proper, time bound and effective implementation is possible only if few important aspects are taken care of namely :

- (a) Decentralisation and devolution of authority.
- (b) adoption of a special selection process for selecting functionaries with the right attitude and approach to adult literacy.
- (c) proper training of the functionaries on a decentralised basis by involving large number of competent resource persons at the grass root level (which is different from imparting training by Government functionaries).
- (d) maintaining continuity of tenure of functionaries for a reasonably long period on the basis of good performance.
- (e) designing a system of inspection, monitoring and concurrent evaluation in a manner which will establish the credibility of what is happening in the field.
- (f) respecting and promoting voluntarism the genuine realisation of the fact that Government cannot do it alone and creating opportunities and incentives for voluntary workers, making it possible for them to contribute their best etc. All this can be made part of an Action Plan on a year to year basis or long terms basis and the plan can be made implementable within a given framework and within certain established parameters if care is taken not to repeat past mistakes and with a spirit of amenability to correction and reform and total openness.

CHAPTER I

REVIEW (3RD) OF PACE AND PROGRESS OF IMPLEMENTATION OF NATIONAL LITERACY MISSION IN BIHAR

INTRODUCTION

I had briefly reviewed the pace and progress of implementation of National Literacy Mission (NLM) in Bihar in January, 1989. Subsequently, I had taken a stock of the developments in the Missions on 26th April, 1989 when I was at Patna along with the Adviser, Technology Missions to Prime Minister for a media conference. We had, on that occasion, reviewed the slow progress in operationalisation of many areas of the Mission. I visited Patna for the third time on 21st and 22nd September, 1989 to take stock of the developments in different areas of the Mission. To start with, I reviewed with the Director, SRC—Shri Narendra Bam and other functionaries of DEEPAYATAN, Patna the progress of preparation of the NLM Primers in 3 parts (in conformity with the innovative and integrated technique). This was followed by a thorough review of the present status of the Mission in the Office of the Director AE and State Literacy Mission Director—Shri Amarjeet Sinha (who has assumed charge only on 15-9-89). I had a

final round of discussion with the Principal Secretary and Commissioner, Human Resource Development—Shri B. B. Sahay. I had also in course of the review the opportunity to interact with the Director Primary Education and Director, Secondary Education to have an objective assessment of the prevailing environment in the primary and secondary school system to explore the possibility of involvement of primary school teachers and secondary school students in NLM. Although I had intended couple of surprise field visits, I did not pursue this as I thought that the Director (AE) and State Literacy Mission Director who was hardly a week old in his assignment should be given some more time to familiarise himself with the scenario of adult education in the State and that it will be appropriate to take up such a visit after about 2 months when it would be more meaningful. Placed below is a detailed account of the status of the Mission in Bihar emerging from the 2-day review. This is in the nature of a SWOT analysis, i.e., an analysis of the strength, weaknesses, opportunities and threats which has been made in as objective a fashion as possible.

CHAPTER II

GENERAL PROFILE OF THE STATE AND ITS PEOPLE AND THE FACTORS CONTRIBUTING TO THE PHENOMENON OF GROWING ILLITERACY IN BIHAR

With an area of 1,73,876 Sq. Kms. and a population of 69,914,734 (according to the 1981 Census), Bihar has 5.3% of the country's areas and 10.3% of the country's population. The State can be divided into 3 main divisions, namely—North Bihar, South Bihar and Chotanagpur. North Bihar is separated from the rest by the river Ganges and its history has all along followed a different course from that of South Bihar. The Tirhut Division excluding the district of Saran corresponds roughly to the ancient Kingdom of Mithila while the South Bihar district of Patna and Gaya formed the old country of Magadh. North Bihar is itself divided into 3 parts by the river Gandak and Koshi. South Bihar broadly speaking is the plain south of the Ganges but it merges into the highlands of Chotanagpur and one of its districts Monghyr is still cut into two by the Ganges (where it is nearly 2 Kms. wide). Chotanagpur consists mainly of a plateau, about 2000 ft. above sea but one of its districts, Manbhum merges into the plains of Bengal while Singhbhum to the South is a long precipitous cliff-like ridge of land abounding with forests, and other natural resources.

Before 1911, Bihar and Orissa formed part of Bengal Presidency but in 1911 they were cut off to form the provinces of Bihar and Orissa. On 1st April, 1936, the Province of Orissa was created leaving Bihar with its present boundaries although after reorganisation of States in 1956 sizeable Oriya speaking tracts of Chaibasa, Chakradharpur, Sareikalla and Khaisuan have formed part of Bihar (a point relevant from the linguistic and cultural point of literacy).

According to 1981 Census, the total population of SCs is 10.142 million and that of STs is 5.811 million. The percentage of SC to the total population of Bihar is 14.51% and that of ST to the total population is 8.31%. The rate of literacy among SC & ST is 10.40 and 16.99% respectively which was 6.553% and 11.6% in 1971. Majority of the population belonging to the SC community are either landless agricultural labourers or share croppers or fishermen or leather workers who for successive generations have been victims of social discrimination and economic exploitation. Many of them are attached to the household and farm of landlords, live under conditions akin to bondage and, therefore, do not have either the leisure or freedom to pursue an avocation like literacy. Members of the ST community and notably in the Santhal Parganas and Chotanagpur belt suffer from a slightly different disadvantage as far as their mobilisation for literacy is concerned. Acquisition of land for industrial, mining and irrigation pur-

poses, displacement of original tribal landowners and destruction of their habitat, opening up of communication in tribal areas and resultant incursion of a number of external agents leading to cultural alienation of the tribal community, operation of malfunctioning and dysfunctional middlemen who deprive the members of ST community of a remunerative price on their labour or products of their labour are all important factors which are responsible for privation and economic exploitation of the tribal community which has to be objectively understood in the context of their low rate of literacy.

Bihar is predominantly an agricultural State. The gross area of the State is 176.30 lakh hectares. Out of this, culturable areas is 106.34 lakh hectares out of which 87.20 lakh hectares are actually under cultivation. Out of total number of workers in Bihar, according to 1981 Census, 43.57% are cultivators and 35.50% are landless agricultural labourers. The pressure of population on land being heavy, the vast majority of farmers are small and marginal who are subsisting on very low earnings and the average net area shown per capita is 0.36 acre in the State as a whole. With the growth of population, the net per capita area of land ownership has been declining further from year to year. The rate of growth of urbanization and industrialisation within the State being slow and insignificant (this is a strange paradox as Bihar has abundance of mineral and forest resources), the economy of the State cannot absorb the additional labour force entering the market from year to year and migration of the surplus workforce to other parts of the country becomes inevitable. Such migration is taking place in large number from the economically backward regions of Santhal Parganas and Chotanagpur to the brick kilns and stone quarries of Punjab and Haryana. Migration brings in its trail dislocation of home and family life, more misery and privation in a different terrain where the language, customs, procedures, etc. being different, put the migrant who is generally ignorant and illiterate into a great disadvantage. Life of the migrant in such a situation becomes a night-marish existence and the opportunity to pursue an avocation like literacy with all the limitation of leisure and freedom also becomes rarer than before. A study conducted by Sivi Manjit Singh of Punjabi University (1981) shows that 90% of the total migrant labourers in Punjab alone are from the districts of Sitamarhi, Motihari, Madhubani, Begusarai, Bhagalpur, Purnea and Saharsa. 14% of them belonged to SC and the rest to backward classes; 63% of them were totally landless.

A high degree of stratification of the social system based on caste and feudal factor, increasing marginalisation and pauperisation of the small landholders, increasing privation and helplessness of the landless agricultural labourers leading to economic subjugation at home or migration outside with attendant misery and suffering are thus important factors responsible for the state of underdevelopment of the State characterised by low rate of literacy. Illiteracy thus becomes both the cause as well as effect of such underdevelopment.

Discussion with the Director, Primary Education, Director, Secondary Education and Director, Adult and Non-formal Education helped me to identify the following important factors responsible for the low rate of literacy in Bihar :—

- * There are 67,546 villages in Bihar of which 10,302 are uninhabited. There are 51,377 primary schools (all are 2 teacher schools). In other words, 5,867 villages do not have any primary school. Their children are expected to go to the schools of neighbouring village. It is, however, not known as to what is the enrolment of children of these village.
- * There are, in all, 2.2 lakh primary school teachers. Many of them do not stay in the village where the school is located and do not make any special efforts for motivating parents to send their children to the school. The total enrolment in Class I to Class V in these primary schools is of the order of 81,57,054 as reported in 1986-87 (enrolment figures thereafter are not available). The enrolment in Class VI to Class VIII for the same year is 18,89,152. Out of every 100 children enrolled in Class I only 35 reach Class V and only 16 reach Class VIII. The drop out rate in the primary stage (I to V) is 65.33% which is very high compared to other States.
- * The coverage of children in the formal primary school system is 78% which is notional.
- * OPERATION BLACKBOARD (OB) has made some difference as far as creation of infrastructure by construction of buildings is concerned; it has not made much difference as far as economic factors characterised by poverty, landlessness, assetlessness, etc. (which are the main reasons for a high drop out) are concerned.
- * There are 312 non-formal education projects for children of 9-14 age group which are running 19,900 centres (31,200 at the primary stage, 1,200 at the secondary stage and 7,500 exclusively for girls). They have enrolled 11,70,000 children. This is fully funded and controlled by Government. Additionally, there are also 29 VAs who have been manning 1,150 non-formal education centres. Attendance in these centres is better than AECs although in terms of performance it is not very much different.

* There are 3,636 secondary and higher secondary schools with 43,593 teachers and 6,96,991 students. Like the primary school teachers they also have a number of federations and currently they are on a war path, agitating for better service conditions. The prevailing environment for the involvement of these teachers in NLM Midoes not appear to be congenial.

The 'CENSUS OF INDIA—1981—Occasional Paper No. 1 of 1989' published in January, 1989 lists out names of the districts and the percentage of the households where not a single literate person could be found. In regard to Bihar, the names of these districts are given below in a descending order :—

Name of the District	% of the household having no literate member
West Champaran	59.31
Siitamarhi	58.96
Purnia	58.86
Katihar	57.43
Parva Champaran	57.42
Salharsa	54.31
Darbhanga	54.24
Muzaffarpur	53.51
Palamau	53.26
Sainthal Parganas	53.01
Hazaribag	52.34
Madhubani	51.92

(The districts having 50% or more cases have been reproduced above.)

The message obtaining from these illustrations is loud and clear. These districts represent the extremes of economic and educational underdevelopment and backwardness characterised by less number of educational, scientific and cultural institutions. Many of them are also vulnerable to the fury of nature in shape of floods, earthquakes etc. They also represent the regions prone to large scale migration of landless agricultural labourers. Of these again, Palamau has a peculiar landscape characterised by an acidic soil which cannot retain water and where productivity of land is extremely poor. It also represents a tradition bound feudal society to a large extent which does not value and prize literacy. It is imperative that the peculiar features and socio-cultural characteristics of these regions are recognised, understood with sensitivity and such corrective measures are taken as would put an end to prolonged educational deprivation and open up increasing access to educational opportunities. The microplanning for such a diagnostic treatment should be so formulated as would be totally in tune with the felt needs and preferences of the people in general and of the disadvantaged groups of population in particular.

CHAPTER III

MAGNITUDE OF THE PROBLEM OF ADULT ILLITERACY (15-35) IN BIHAR—PRESENT COVERAGE AND THE UNCOVERED GAP

Both in terms of percentage of literacy (26.20%), in terms of the absolute number of illiterates in all age groups according to 1981 Census (5.16 million) and also in terms of the number of adult illiterates in 15-35 age group (13.56 million), Bihar is at a very low level of educational development. It is one of the educationally backward States. A statement containing the names of the 39 districts (now) and the adult illiterate population in 15-35 age group in respect of all the 31 districts (1981) is given at ANNEXURE I.

The following picture emerges out of an analysis of the profile of 1981 Census :

- * Out of 31 districts in the State, 29 have a literacy percentage lower than the national average.
- * Out of 31 districts in the State, 18 have a literacy percentage lower than the State average.
- * Out of 31 districts in the State, 30 have a female literacy percentage lower than the National average.
- * Out of 31 districts in the State 19 have a female literacy rate lower than the State average rate.
- * Literacy rate of women is 6.90%, of the SC & ST it is 10.40% and 16.99%, respectively and of the SC & ST women it is 2.51 and 7.75 per cent only.

Coverage and uncovered gap

A State level map showing the areas covered by RFLP, SAEP, and VAs has been prepared. This only gives an indication of geographical coverage and there is no indication of the number of villages, GPs or Blocks which can be said to have been either fully or partially made literate. The map shows that the following districts have remained largely uncovered :

- * Singhbhum
- * Hazaribag
- * Palamau
- * Aurangabad
- * Gaya
- * Monghyr
- * Purnea
- * Nalanda
- * West Champaran

- * Dumka
- * Bhagalpur
- * Muzaffarpur

The number of adult illiterates (15-35 age group) in Bihar according to 1981 Census was 13.5 million. According to the claim of the State Government the number of persons who have been made literate during the Sixth Plan period (1980-85) comes to 1.9 million and the number of persons made literate during the first 3 years of the Seventh Plan (1985-86, 1985-87 and 1987-88) comes to 1.87 million. The programme for 1988-89 started in March, 1988 and came to an end in February, 1989 but the number of persons made literate has not yet been enumerated. If there would have been no drop out in the formal primary school system (Class I to Class V) and no relapse into illiteracy of the adult neo-literates we could have assumed the number of adult illiterates today as 13.5 million—(1.9 + 1.7) million or 9.7 million. Since this is not the case, this issue requires little more critical scrutiny with reference to the following 3 factors, namely

- (a) Drop out in the formal primary school system.
- (b) Relapse of adult neo-literates into illiteracy.
- (c) Burgeoning rate of growth of population.

(a) Drop out in the Formal Primary School System

According to the Director, Elementary Education, the average annual enrolment in Class I to Class V is of the order of 8 million (round figure) as against which the drop out rate is 65.33%. In other words, 5.2 million children are dropping out every year at some stage or the other between Class I to Class V. Even assuming that about 1.1 million of those who drop out are being enrolled in the non-formal stream and assuming that 60% of those 1.1 million enrolled become literate, i.e., reach upto Class V level, there will still be a very large number of drop outs who when they grow to adulthood can be said to be adding to the ranks of adult illiterates. This number would be 5.20—(60% of 1.1 million) or 4.76 (5.2—0.44) million.

(b) Relapse into illiteracy of adult neo-literates

Adult neo-literates who are on the threshold of literacy can easily relapse into illiteracy unless we provide some good avenues of post-literacy and continuing education. Although Phase II of the NAEP provided for continuation and follow up of basic literacy,

the same cannot be said to be very effective. According to a trend analysis and putting it at a very modest rate the actual relapse could be much more), about 20% of the adult neo-literates are relapsing into illiteracy every year. In case of Bihar, this number would be 21% of (9 + 1.9 + 0.6) million or about 8.8 lakhs. Their relapse into illiteracy means that they would further swell the ranks of adult illiterates.

(c) burgeoning rate of growth of population

The decennial rate of growth of population in Bihar is 21.88% as against the all India population growth rate of 21.37 per cent* during 1971-81. Assuming that the adult population 15-35 age group is approximately one-third of the total population and calculating at the rate of growth of 2.1%, the increase in adult population would be of the order of (65 million \times 2.1/100 \times 8 \times 13) or 3.6 million (approx.). Assuming that 50% of them would be illiterate, the total illiterate adult population as a result of growth of population would be 1.8 million.

The cumulative total of (a), (b) & (c) would be of the order of (4.76 + 0.88 + 1.80) or 7.44 million.

There is only one factor which needs to be reckoned against this burgeoning population of adult illiterates. Just as children of 9-14 age group after dropping out from the formal primary school system would grow to adulthood and would be adding to the ranks of illiterates, adults in the age group of 30-34 would also be crossing the stage of the target group. If this is balanced and averaged out, we will be left with at least (9.7 million - 6.3 million) or about 16 million adult illiterates as on 1-4-90.

The credibility of the above analysis and conclusion would, however, depend on the credibility of the entire information system being operated at the state, district, project and village level. The Director, AE frankly conceded that his office has, over the years since inception of the NAEP, been reporting a set of figures on enrolment and achievement to the Government of India on the basis of what was reported from the field without any cross checking and therefore, he would not be in a position to vouch safe the accuracy of those figures unless he carefully scrutinised them. This is all the more pertinent as there has been a trend of reporting a very high rate of achievement (ranging between 95.0 to 100 percent).

It is ironical but nevertheless true that almost the same number of persons as are being enrolled through 44,000 AECs (of 56 RFLPs and 256 SAEPs) from

year to year are also being reported to have been made literate. Proposals for sanction of grant-in-aid under RFLPs are also being submitted by the Government of Bihar from year to year on the same basis. The latest evidence of this may be seen from a proposal submitted by the Government of Bihar asking for sanction of Rs. 11,22,28,900 during 1989-90 towards maintenance grant of these 56 RFLPs. The statement which has been appended to this letter and which has been duly signed by both the previous Director, AE and the present Principal Secretary/Commissioner, Human Resource Development, Government of Bihar shows in unmistakable terms that for every project of AIEECs for the year 1988-89 both the enrolment and achievement figures have been shown to be 9,000 (in few cases of achievement, it is not 9,000 but closely proximate thereto). This means 3 things, i.e.,

- (a) The field functionaries have either not understood the full implications of enrolment and number of persons being made literate or are deliberately taking recourse to mis-reporting.
- (b) The feed back which is received from the field is not being subjected to any scrutiny either at the level of the DAEO or at the level of the Director, AE by way of field visits/inspection.
- (c) The evaluation of learning outcome is not taking place as objectively as it should.

It is necessary to spell out clearly the concept of enrolment, concept of retention and concept of attainment of literacy according to certain predetermined norms and standards which is the eventual object of NLMA. According to a statistical and trend analysis, even if 30 persons have enrolled themselves in an AEC on the day of its opening, the average of the number of persons actually attending the AEC on a regular or even on an irregular basis does not go beyond 20 which can be said to be the number of persons effectively covered by an AEC. The same analysis has also shown that the number of persons who can be said to have acquired some of the pre-determined levels of literacy and numeracy would be around 60% or 12 out of 20. Therefore, to show that all the 9,000 persons enrolled on the first day of the AEC have become literate would not only be highly improbable but in the context of the social, economic and cultural constraints enumerated in Chapter II would be a travesty of truth and need careful scrutiny by Director, AE and Principal Secretary/Commissioner Human Resource Development, Government of Bihar.

*excluding Assam; 25.00% including estimated figures of Assam.

CHAPTER IV

A PLAN FOR COMPLETE ERADICATION OF ILLITERACY IN SELECTED POCKETTS OF BIHAR

Education Secretary, Government of India vide his D.O. letter No. F. 13-16/88-AE.I dated 26th April, 1989 had requested the Chief Secretaries of all State Governments/UTs to draw up a plan of action for 'Complete Eradication of Illiteracy' in compact geographical areas by 1991. As far as Bihar is concerned, he had in this letter indicated that 70 blocks under RFLP/SAEP and 50 blocks through voluntary agencies should be taken up for complete eradication of illiteracy. In pursuance of the guidelines contained in this letter, an action plan has now been formulated which has the following components :—

- * In consultation with DAEOs and other functionaries of the State Literacy Mission, 120 CD blocks (out of 596 blocks) have been identified out of which 50 CD blocks are proposed to be entrusted to 38 Voluntary Agencies. The remaining 70 CD blocks will be entrusted to RFLP/SAEP by reorganisation and readjustment of the present area of operation. A list of such projects and the break up between Government agency/voluntary agency is given at ANNEXURE II.
- * A survey of the illiterate population (115-35 age group) has to be taken up in these blocks. The survey will be conducted primarily by the officers of the Adult Education Directorate. On the basis of the results of the survey, a Comprehensive List of the illiterate population village-wise and Panchayat-wise would be prepared and on the strength of this list the PO of the Project would draw up a plan for establishing the required number of AECs and have it sent to the DAE by 1-10-1989.
- * Applications will be invited from voluntary agencies in respect of 50 blocks earmarked for them through advertisement in the Newspapers and wide publicity. The Voluntary Agencies have been asked to attach with their applications a list of the illiterate population (in respect of blocks to be entrusted to them).
- * A meeting of the Joint Committee to be held in the first week of October, 1989 for scrutiny of the proposals of VAs already received identifying reliable agencies and taking final decisions for allotment of specific blocks to them.
- * It has to be ensured that required funds are made available for both RFLP/SAEP to be

run by Government as well as or projects to be run by VAs latest by end of November, 1989.

- * An orientation meeting of the governmental and voluntary agencies would be convened in the last week of November 1989 to discuss guidelines for operation of the whole plan from 1-1-90 to 31-12-90. This would cover guidelines for environment building, involvement of the village community and providing constructive guidance and help to the voluntary agencies in their work.

A close scrutiny of the plan reveals the following deficiencies :—

- * Datelines indicated in the plan are unrealistic and incapable of being adhered to. This is on account of the fact that 6 months have already passed between the date of issue of letter of Education Secretary, Govt. of India and the date of formulation of the plan. There has been inordinate delay in the whole process and action on a number of sequential steps remains yet to be completed.
- * Since the area involved in the plan is very large, it would be necessary to mobilise a large number of functionaries of other departments for the purpose of conducting a survey. This has not yet been done. Since the Director, AE cannot issue a direction to this effect, it will be appropriate if the matter is placed before the Council of SLMA under the chairmanship of the Chief Minister and its decision obtained to be followed up by a direction to all departments so that all those functionaries could be fully involved in conducting the survey and also extending their full cooperation and help to operationalisation of the plan.
- * The existing scheme of grant-in-aid to voluntary agencies does not provide for any assistance to meet the cost of the survey of an area. This is how most of the VAs are handicapped to conduct such surveys. This matter may also be placed before the Council of SLMA and its direction obtained in regard to extending assistance to the VAs for conducting surveys in respect of the areas entrusted to them.

* Excessive reliance has been placed on the DAEOs and the POs of the Government run projects in the plan. They have been made responsible for survey, mobilisation and involvement of the village community, actual implementation, monitoring, evaluation (by sample checking). Judging by the past trends, such a trend may be counter productive. To obviate such a possibility and to make the programme more mass based and volunteer oriented the Director, AE offered the following suggestions :—

- Have a nodal voluntary group for every block (which is being assigned a project) for coordination.
- 25% to 30% of the targets of RFLP and SAE for a particular project area should be entrusted to voluntary agencies from the point of selection and training of functionaries like Instructors.
- Many VAs on account of historical reasons find it difficult to run projects in compact and contiguous areas as expected of them by us. If they are given a hand in selection of functionaries of RFLP/SAEP and their personnel are allowed to man the AECs it will give them some psychological satisfaction of being involved.
- There are number of establishments in Bihar—industrial, commercial and mining, like TISCO, Jamshedpur which have got their rural development department/agencies which have been registered as societies/trust and many of them are willing to take up literacy work through these societies. A list of all such groups would be compiled and they would be fully involved.
- Resource persons and resource institutions like Tribal Research Centre, Lupungutta, Chhapasa (presently running 60 night schools on their own) can be identified and involved in training of functionaries of all project area instead of training the functionaries through government departments and government functionaries.

With a view to accelerating the pace and improving the quality of implementation, the following suggestions may also be considered :—

- * The procurement of teaching learning materials in the special project areas should be decentralised. The materials should be procured at the project level after formulating a suitable built-in arrangement with 'DEEPAYATAN' at the SRC for Bihar. The PO and the DAEO may not have to look upto the State leadership on all such day to day matters of project management.
- ** The job of printing the teaching learning materials could be decentralised and delegated to the SRC. This as a matter of fact was being handled by the SRC till 1983 but was taken over by the State Directorate thereafter. The State DAE should not burden itself with such matters any more.
- ** With a view to providing an effective linkage between basic literacy, post literacy and continuing education, the precise number of JSNs in project areas need to be worked out and closely correlated to the area planning for eradication of illiteracy. So far, although the Government of India have sanctioned 1250 JSNs for the RFLPs (56), the State Govt. have taken a decision not to sanction any JSN for the SAEPs (256). This decision needs to be reviewed. The State Government are now making an annual contribution of Rs. 8.12 crores (as against a budget provision of Rs. 8.75 crores) to manage 256 SAEPs with 27,200 AECs.
- ** At the rate of 1 JSN for 8 to 10 AECs, about 3,000 JSNs will be needed for complete coverage of the SAEP area. If the plan for complete eradication of illiteracy in respect of 120 special projects is to make any headway it must be backed by a plan for sanction of the required number of JSNs to arrest the present trend of relapse into illiteracy. Sanction for required number of JSNs for the projects entrusted to VAs should also be issued simultaneously.
- ** Simultaneously, it has to be ensured that the formal primary school system functions to our entire satisfaction so that the present high drop out rate is arrested and there is no fresh accretion into the ranks of adult illiterates.

CHAPTER V

EXISTING PROJECT MANAGEMENT

Although due to dearth of time no project area could be inspected, interaction with the Director, AE and his other officers revealed the following deficiencies in project planning and management :—

Deficiencies in Project Planning

- * Bihar has 589 CD blocks, 56 RFLPs (each 300 AECs) and 256 SAEPs (most of them have 100 AECs). One CD block in Bihar has on an average 15 to 20 GPs with an average population of 1 lakh. Most of the RFLPs cover the area of 2 CD blocks though partially. The division of the 312 projects over the 589 block areas is as below :—

1 project co-terminus with 1 Block —	49 projects
1 project co-terminus with 2 Block —	252 projects
1 project co-terminus with 3 Blocks —	11 projects
	<hr/>
	312 projects

Although technically speaking the above arrangement may be serving the purpose of a wider coverage, in effect, it makes the Project Management extremely unwieldy and difficult from the point of inspection, supervision, accountability and control.

- * No principles guidelines have yet been formulated by the State Government for coverage of a compact and contiguous area for a specific target group for complete eradication of illiteracy over a period of time, like.

(a) Percentage of illiteracy in general; ;

(b) Percentage of female illiteracy; and

(c) Percentage of illiteracy of SC and ST.

- * Similarly, no projects have been specifically earmarked for women or SC/ST even in areas where there is concentration of adult women illiterates or illiterates belonging to SC and ST.

- * By and large, the quality of human resources manning the programme at the district and project level leaves much to be desired as would be evident from below :—

Source of Recruitment :

Most of them came from the cadre of Block Education Officer in 1977-78. They have remained with the programme and have grown with it but without any commitment to its growth and advancement.

Subsequently, when a decision was taken to abolish the post of Block Education Officer, many POs have been taken from the category of Block Employment Officer. As on date, 89 POs have been selected through Bihar State Public Service Commission, 9 promoted from supervisors, 76 from State Education Service and the remaining drawn from other departments of Government, like—Revenue, Revenue, Relief & Rehabilitation, PWD, Labour, Science & Technology, Agriculture, Anna Husbandry, Labour, etc.

- * It was expected that by drawing officers from other development departments, like—C.D., Agriculture, Animal Husbandry, etc. would promote integration between education and those development departments; in effect, however, the reverse has happened. Adult Education Programme in Bihar today is pursued totally in isolation as a programme of one Ministry Department and not as one, holding the 'key' to the success of other development programmes.

- * Training of these functionaries has been partial and deficient. While IAEs and POs are training the Instructors with the help of supervisors, there is no precise information about preservice and inservice training of DAEs, POs, APOs and supervisors. One is not quite sure as to whether these Government functionaries are themselves equipped with necessary life skills and communication skills to be able to impart them to grassroot level functionaries.

- * The functionaries have all along looked at the programme from the angle of 'X' number of projects, 'X' number of AECs and 'X' number of persons to be enrolled; the culture of complete eradication of illiteracy in a project area within a prescribed time frame is yet to penetrate their mind and psyche.

- * The revised pattern of RFLP has not yet been adopted and implemented in the State. The overall improvement in quality of implementation of the programme which was expected from the revision of the Centre-based programme has, therefore, not materialised so far.

- * The Director, Adult Education indicated that the problem of placement/suitable adjustment of supervisors is the main problem which stood on the way of implementation of the revised pattern. Most of the supervisors have been put on a regular scale of pay and the State Govt. was finding it difficult to dispense with

he services of a large number of them who have consolidated themselves in their respective positions for more than 10 years.

- * Although, numerically speaking, there are 256 SAEPs with 27,200 AECs, there is no APO and no vehicle attached to the PO. Consequently, mobility of the PO is severely restricted and in the absence of any supporting staff he can hardly do any justice to supervision of the project. This is how things have been allowed to drift over years and accountability of the SAEPs has been at a low ebb.
- * DAEOs have also been burdened with overseeing the management of NFE projects. Thus, a portion of their scarce time get diverted from AE work and to that extent supervision of AE work also suffers.
- * Commencement of projects and AECs in February-March causes problems of monitoring the data financial-yearwise and also in

adjudging the success of a project in relation to a financial year. No effort has so far been made to make this co-terminus with financial year even on a selective basis in few areas to the extent possible.

The Comptroller and Auditor General of India had carried out an audit of the implementation of the National Adult Education Programme in Bihar for the year 1984-85. A perusal of the report of the CAG reveals a series of deficiencies and shortcomings in implementation of the programme which have been summarised and listed in a Statement at ANNEXURE III. A compliance report on these major deficiencies & shortcomings is yet to be obtained from the State Government. If this report is any guide, it is an indicator of total failure of the programme in Bihar in terms of probity, rectitude and amenability of a programme to the principles of financial propriety and discipline. It is also an indicator of how attempts to formalise and structure a non-formal educational programme in terms of power and authority on bureaucratic lines could be totally counter-productive.

CHAPTER VI

ADMINISTRATIVE INFRASTRUCTURE

Deficiencies :

- * The State Literacy Mission Authority was constituted by an order of the State Government dated : 6-9-88. It is a fairly representative body comprising of representatives of concerned depts. of Government, Vice Chancellors of Universities, other educational, cultural, scientific and technological institutions, political parties, representatives of the people, etc. It is, however, merely a recommendatory body and not an 'executive body'. It has met only once after constitution but has not been able to impart any leadership or direction either in regard to policy or planning or execution. When the Council is headed by the Chief Minister, it strikes the reason that it should have full administrative and financial powers and its decisions should be final and binding in all departments of Government.
- * An Executive Committee which should be much smaller and more compact body and which can look after the work of the Mission more closely than the Council and meet at closer and more frequent intervals than the Council has not yet been formed although guidelines to this effect were sent by Govt. of India in June, 1988.
- * The plan scheme for strengthening the administrative structure at the State and district level has not yet been approved by the State Govt. It is still pending with the State level Empowered Committee for a final decision. The Director, AE indicated that a decision to this effect would depend on adoption of the revised pattern of RFLP.

- * Although the Director, AE has been appointed as the State Literacy Mission Director, he is yet to be delegated with necessary administrative and financial powers to be able to provide an effective leadership to the Mission.
- * Similarly, although the District Magistrate have been notified as the 'District Mission Leaders', no formal order spelling out their powers and functions as District Mission Leaders has yet been issued.

Plus Points :

- * A State level 'Perspective Plan' for NLM (from 1988-89 to 1994-95) has been prepared in conformity with the guideline sent by the Government of India in April, 1988 and May, 1988.
- * Similarly, district level Action Plans for all the 39 districts have been prepared.
- * The action plans for the TD districts of RANCHI, BEGUSARAI, MADHUBANI AND GUMLA have been prepared and submitted to Govt. of India in February, 1989. Requirement of TPIs has been identified along with the action plan and sent (Action plan for TD district of MUZAFFARPUR which has been recently added to the list of T.D. districts and requirement of TPIs yet to be sent).
- * The Director, AE is being given ex-officio Joint Secretary's status shortly. This would accelerate the pace of disposal of many issues relating to adult education and the Mission.

CHAPTER VII

VOLUNTARY AGENCIES

Plus Points :

A Joint Committee under the chairmanship of Secretary, HRD, Bihar and with the representatives from the Government of India and few voluntary agencies of repute and standing has been set up w.e.f. 8-3-89. The idea for such a Joint Committee emanated from the present Education Secretary, Govt. of India—Shri Ail Bordia, and was approved in the meeting of the Executive Committee held on 27-2-1989. This is one of the innovative experiments for :—

- (a) identification of VAs who are good and reliable who have the experience and commitment to adult education and who are capable of implementing the adult education programme in a specified area of their choice.
- (b) achieving a harmonious balance between the need for a stringent and rigorous selection of VAs with cutting down the time limit for such selection.

Two meetings of this Committee have been held on 1st March, 1989 and 21st April, 1989. The meetings were attended by the Education Secretary, Government of India and proposals from 51 VAs to work in the field of adult education were considered; application of 16 VAs have been approved for sanction of grant-in-aid and applications of 35 VAs have been rejected after a stringent and rigorous scrutiny.

Minus Points :

Despite the above initiative approach and despite best efforts, it has not been possible to release the grant-in-aid in favour of all voluntary agencies whose proposals were approved by the Joint Committee in

its 2 meetings held at Patna on account of the following reasons :—

- * Formal applications not being received in the grant-in-aid Unit or the applications received being incomplete.
- * Delay in receipt of relevant documents, such as—registration certificate, articles and memorandum of association, audited accounts for the last 3 years and balance sheet, latest annual report and operation plan not being attached to the application.
- * Delay in receipt of bond, PSR etc.

It is precisely on account of these reasons that grant-in-aid could not be released as expeditiously as it should have been immediately after receipt of the proceedings of the Joint Committee. In addition to writing to the VAs followed by telegraphic reminders, we have also requested the State Govt. of Bihar and State DAE to help us in obtaining the applications and the relevant documents from the VAs to enable us to release grant-in-aid.

Shri Prem Bhai of Banabasi Seva Ashram, Mirzapur (U.P.) had organised a workshop at Patna on 14th and 15th May, 1988 with as many as 200 VAs to enlist their involvement and support for NLM. It had also attended the workshop. At the close of the workshop, willingness of 139 VAs to work for the Mission was obtained and their names were sent in June, 1989 to Shri Ramasankar Tiwari, the then Education Secretary, Bihar. Even after one and half years, no response of the State Govt. either in positive or negative terms has been received. The State Literacy Mission Director who is contemplating to convene a State level meeting of VAs may look into the previous papers (in connection with these 139 VAs) and see how many of them can be enlisted for NLM.

CHAPTER VIII

MASS PROGRAMME OF FUNCTIONAL LITERACY

In view of the fact there is a large uncovered gap in implementation of the National Adult Education Programme in Bihar and 'Centre-based Programme' cannot be expected to achieve a wider coverage than now in view of constraint of resources, we have to go in for a Mass Programme of Functional Literacy covering all sections of the society. Unfortunately, however, the pace and progress of this 'Mass Mobilisation' has been slow and its impact imperceptible as would be evident from the following :—

- * In its very first meeting of the Council of the SLMA held in September 1988, a call should have been given for a Mass Campaign to all sections of the society. This should have been followed up by continuous media and publicity campaign through national and local newspapers, AIR and Doordarshan etc., Jathas, Rallies to build up a positive environment for literacy. No such initiative has till date been taken.
- * Detailed action plans for mobilisation and involvement of students of schools, colleges and universities, non-student youth through youth clubs, MAHILA MANDALS, welfare organisations for the army, ex-servicemen, prison management and staff, banks, co-operatives, non-governmental organisations (Rotary Club, Lion's Club, JAYCEES, etc.) should have been prepared earmarking a specific role for each of them. This does not appear to have been done.

Some isolated efforts have been made in the field of MPFL but without any encouraging results as may be evident from the following :—

- * A novel experiment was carried out in the Rajgir Project Area of Nalanda district under the guidance of the District Magistrate. About 1,500 volunteers were selected for an informal programme of 'EACH ONE TEACH FIVE'. Each volunteer was given a Literacy Kit and 'contact programme' was kept every Saturday with the Project functionaries. The District Magistrate, Nalanda had designed a system whereby those who had made 3 persons literate could alone be considered by a Committee for selection as Instructor. Similarly, those who had made 10 persons literate alone could be considered for selection as Supervisor. Unfortunately, however, the programme could not make much headway and its spread effect was not felt. No evaluation has yet been conducted into reasons for failure of this laudable initiative.

- * MPFL through involvement of University and College students of NSS, Non-NSS and NCC was launched in May, 1986. Both, before and after this, sanction for sizeable amount was being issued from year to year in favour of DEEPAYATAN, the SRC for Bihar for production of kits. The Kits are being produced, the amount is being fully spent but nobody is sure of the outcome. There is practically no feedback on the utilisation of the Kits and on the number of persons being made literate. Illustratively, during 1988-89, 20,000 kits were produced and distributed under MPFL but till date there is no report about the utilisation of these kits. Notwithstanding this, however, the SRC has received a fresh indent for 1,50,000 Kits during 1989-90. All such indents will evidently have to be taken with a pinch of salt and must stand a thorough scrutiny before they could be accepted.

The following are some of the additional omissions and disquieting features in implementation of student volunteer-based MPFL :

- * The meeting of the Steering Committee under chairmanship of the Principal Secretary and Commissioner, Human Resource Development, Govt. of Bihar is yet to be held. No action has yet been taken on the suggestions given by me at portion marked 'X' of page 16 of my earlier report of January, 1986.
- * The overall teaching learning environment in the universities and colleges of Bihar is most unstable and least inspiring for an extra-curricular and humanitarian work like imparting of literacy on a voluntary basis. The Programme Coordinators and Programme Officers of NSS are least motivated towards literacy. They do not turn up in time for receiving training from the SRC. Even after receiving training they do not train the volunteers in a manner which will equip them as instructors/animators.
- * There are about 4,000 secondary and senior secondary schools with about 25 lakh students in Class VIII, IX and X. There are 3 federations of teachers and at present teachers owing allegiance to one federation are on strike. The time even for starting a dialogue with secondary school teachers for their mobilisation and through them the involvement of student was not considered opportune.

CHAPTER IX

ACADEMIC AND TECHNICAL RESOURCE SUPPORT—REVIEW OF THE ACTIVITIES OF DEEPAYATAN, THE STATE RESOURCE CENTRE FOR BIHAR

'DEEPAYATAN', which is a voluntary agency registered as such was established in 1979 after the National Adult Education Programme had been launched. Prior to this, Government of Bihar used to depend on Literacy House, Lucknow for supply of teaching-learning materials. Initially only a few projects (35 RFLPs) were sanctioned by the Government of India and, therefore, there was no problem in training the functionaries of these projects by the Literacy House, Lucknow and Xavier's Institute of Social Service, Ranchi. In due course of time, as the number of projects increased with corresponding increase in the number of functionaries, the need for an independent and autonomous body for providing academic and technical resource support to adult education programme was felt. The initiative for this was jointly taken by the then Joint Secretary, Govt. of India and the present Education Secretary—Shri Anil Bordia and the Director (AE), Govt. of Bihar—Shri Rama Shankar Tiwari and DEEPAYATAN was started initially as an unregistered body which was registered later. Material production was the principal activity of this body in the beginning. The entire process of preparation of primers started with Xavier's Institute of Social Service, Ranchi in two phases, namely—the first phase for the members of ST community and the second phase with the collaboration of Xavier's Institute organised for the non-tribal groups by DEEPAYATAN itself. The primer for the tribal groups was not a bilingual one in the same sense as it is understood today; it was an admixture of the State Standard Language and some tribal dialects. The primers were prepared through writers' workshops as a collective process of intensive consultation and dialogue and the illustrations were being done through the graphic artists. In all, 3 such Writers' Workshops had been held at Xavier's Institute of Social Service, Ranchi, A. N. Sinha Institute, Patna and Janati Vikas Mandal, Deoghar. The methodology adopted by these workshops was a mixed one, i.e., a mixture of synthetic and analytical. There was no organised way of collecting 'Key' words and participants of the workshops themselves prepared a list of 'key' words and 'content' words. The first lesson for the tribals captioned 'ANKUR' starts with a couplet. From the couplet certain key words are taken out and these words are split into alphabets and with the help of these alphabets certain 'content' words are structured. The primer for the tribal groups had 24 lessons in all and they were structured on the principle of progression from stage to stage. MATRAS were introduced in the 4th lesson and conjuncts in the 10th lesson. Despite the fact that the methodology

adopted in the primer was sound and the lessons proceeded on the principle of 'whole' to 'part' what is otherwise known as the 'analytical method', the primer suffered from the following deficiencies :—

- * The members of ST community are not quite familiar with the words used in the primer many of which are highly Sanskritised, like—
अस्मिन्, रोयम्बुत् etc.
- * The illustrations did not adequately explain the words. In some of the lessons which sought to convey the concept of dignity of labour, the illustrations themselves were not very clear.
- * Introduction of words like पूर्ण विराम was likely to confuse the learner.
- * Some of the sentences were rather long and exceeding 10 words.
- * This was the only primer which was adopted and implemented 'without' any pre-testing and without recording the reaction of the learners.

For the non-tribal groups an entirely different primer captioned 'बद्धते कदम' was followed. The primer starts with key words which are taken from a couplet. Matras have been introduced from the 5th lesson and 'conjuncts' from the 9th lesson. Like 'ANKUR', 'BADTE KADAM' also suffered from the following deficiencies :—

- * Illustrations are poor and not very relevant to the grass root level situation.
- * In terms of the principle of progression, the 10th lesson marks a radical departure from the 9th lesson. It totally violates the pedagogical principle as well as the cultural usage of the region.
- * Some of the sentences are unusually long and contain as many as 13 to 14 words.

In view of these deficiencies, the primers were reviewed by Directorate of Adult Education, Government of India but even after the review and after the deficiencies were brought to the notice, no care was taken to revise the primers. It was most unfortunate that 'ANKUR' & 'BADTE KADAM' continued to be used for nearly 10 years without change.

There was a separate primer for women captioned "गृह लक्ष्मी." Kamla, the woman is the central character around whom the whole primer revolves. The themes which have been introduced in the primer, however, lack any logical coherence. They have been introduced in a causal and half-hearted manner. Illustratively, important concepts like—Health, Family Welfare, Immunisation, Nutrition, Maternity protection and Child care, Equality of Sexes, etc. have been introduced at random and not in a logical and coherent manner. There is no integrity between the following content areas :

- * Early child marriage and its impact on the health of the mother.
- * Dowry and its prevention.
- * Equality of sexes.
- * Health & Family Welfare.
- * Immunisation and nutrition.
- * Personal and community hygiene.
- * Animal husbandry and veterinary services and love for animal.

Some of the lessons like "जल ही जीवन है" (Water alone is life) are long and full of difficult words and sentences. Some of the illustrations like—a Daughter-in-law touching the feet of a Mother-in-law are also repulsive and revolting to civilised human existence.

Preparation of Primers according to the new and integrated technique :

In pursuance of the decision taken in the 10th meeting of the Executive Committee of NLMA held at Bangalore on 30th June, 1989 and the subsequent follow up workshop held at NIEPA from 25th to 27th July, 1989, (in which a detailed time table was laid down for preparation of 3 sets of primers representing 3 distinctly different levels of learning), DEEPAYATAN organised two workshops at Patna in August and September, 1989 respectively. In all, there were 12 participants which included some creative thinkers, writers, poets and artists of the State, namely—(1) Shri Brijkishore Pande (2) Shri Vidya-paati Verma, (3) Shri Raghubir Saran Lal as also few adult education functionaries from the field, such as supervisors (Shri Badri Narayan Gupta) and also DAEO (Shri Umakant Pandey), who are creative thinkers, poets, artists by their own right. Both the workshops were of 10 days duration each. It was encouraging to note that 'DEEPAYATAN' had proceeded strictly according to a time table laid down for it and came out with 3 sets of primers captioned :

हमारी किताब भाग-1

हमारी किताब भाग-2

हमारी किताब भाग-3

The content of all the 3 primers was thoroughly scrutinised by me. The first part of the primer has many interesting features, such as—

- * The key words relate to "मकान", "घरती", "कमीड", "हल", "खान", "खलिान",

which are simple, intelligible and are used in day to day life.

- * It gives the impression that this is a primer for the learners at the grass root level and fully conforms to their locale and usage.
- * The exercises have been introduced at the end of every lesson. They relate to both literacy and numeracy.
- * The first part devotes itself primarily to recognition of alphabets and simple words which are spoken by the learners in their day-to-day life and, therefore, represent a totally realistic picture of rural life.
- * There is sufficient space for both reading, writing and also for doing arithmetic (simple Roman numerals upto 50 have been introduced in this primer).
- * Simple sentences which are full of content words and with which the learners are fully familiar have been introduced from the 5th lesson and simple addition (arithmetic) from the 6th lesson.
- * There is a progression in development of themes from home to mother-earth and mother earth to mother land. Question mark intended to enable the learner to critically think and reflect on the existential reality of the situation has also been introduced.
- * In all these lessons there is on the whole a sense of intimacy, a sense of belonging togetherness, and intense familiarisation. The concept of women's equality has been introduced in a very simple and innocuous fashion by making a woman the SARPANCH or the head of the village community.
- * Some more additions and subtractions confined to 2 digits have been introduced from lesson 9.
- * Concepts like—personal and community hygiene and immunisation have been introduced towards the end.

A critical scrutiny of the shape, size, format and content of the primer indicates that it has in all 10 lessons with 48 pages, has exercise and evaluation sheets at the end of every 3 lessons. simple 'maras' have been introduced from the beginning and such letters have been used which are frequent. It was indicated by the Director, DEEPAYATAN and others who were instrumental in preparation of this primer that it can be reasonably covered in 80 hours.

NLM Primer II

Plus Points :

Lesson 1

depicts values like hardwork, integrity, dignity of labour, community welfare, etc.

Lesson 2

generates confidence of the entire village community in the ability of a woman Sarpanch to deliver results.

Lesson 3

generates respect for the National Flag and introduces a very good patriotic song which is easy to remember.
(The learner is being asked for the first time to form words and to recognise pictures and write the name of the pictures).

Lesson 4

Devoted to numerals beyond 50.

Lesson 5 and 6

Devoted to clean hygienic food, clean potable water, how to preserve food, etc.

Lesson 7

Devoted to numerals upto 100.
Devoted to simple additions and subtractions inducting the learner to write numerals for the first time in words and words into numbers.
Has also introduced small problems on arithmetic.

Lesson 8

Introduces elementary components of population education, knowledge, acceptance and practice of family planning.

Lesson 9

Introduces the concept of small saving and the concept as to how freedom from debt can tantamount to freedom from exploitation of the rural poor.

Lesson 10

Introduces more conjuncts and also simple multiplication.

NLM Primer III

Plus Points

Lesson 1

Introduces the concept of afforestation, deforestation and the impact of denudation. In terms of content it is positive and of direct relevance to the lives of members of SC community. Sentences are simple and intengible. Words are pleasing and commonly used.

Lesson 2

The content of this lesson is cultural and is wedded to the life heroic exploits of SHRI BIRSA MUNDA—one of the important tribal leaders of Bihar. This lesson also introduces grammatical exercises.

Lesson 3

Introduces division and teaches study of timing from wall clock.

Lesson 4

Introduces writing of letters in simple and commonly used words and short sentences.

Lesson 5

This contains a poem written by a supervisor who is also a creative artist. This is in 3 parts and is intended to convey the sense of small family and dignity of labour. The song is true to life situations.

Lesson 6 and 7

Introduces measurement of both, solid and liquid followed by small exercises of day to day interest and relevance, like sending of Money Order, filling up of application form for bank loan, etc.

Lesson 8

Introduces comparatively easier and simpler version of a short story by PREM CHAND which is deeply moving. It shows the warmth and affection of a grandson towards his grandmother. The exercises comprise of dictation by way of sentences.

Lesson 9

Introduces measurement of area and is also related to simple problems related to measurement. The exercises also enable the learner to write his/her own name as a means of discovery of one's own identity. This also introduces issues of general and social awareness.

Lesson 10

Introduces immunisation, maternity protection and child care and establishes a close linkage with the Technology Mission on Immunization.

Fast Literacy & Continuing Education :

Due to its heavy preoccupation with the preparation of the 3 NLM primers in conformity with the new and integrated technique laid down by the Executive Committee of NLMA, the SRC has not been able to design sufficient number of titles for the neo-literates. 14 titles have been designed in this area so far. They concern the following :—

- * A book on Indian Railways (well visualised and well illustrated).
- * Our country.
- * Citizenship Education.
- * Promoting a good environment.
- * Builder of modern India.

- * Folk tales.
- * Skin diseases.
- * Snake bite.
- * Soil testing—(Soil conservation to be added).
- * Storage of grains.
- * Oil seeds production.
- * Animal husbandry.
- * Kitchengarden.
- * Pisciculture.

Training

A manual, captioned 'PRASHIKSHAN PUSTIKA' has been prepared by the SRC which is exhaustive and contains the following important components :—

- * Scope, content, objectives, strategies and methodology of NLM (which is an abridged version of NLM document in Hindi).
- * JSN—background, objectives, activities, beneficiaries, management of JSN including selection and training of Preraks, human, material and financial resources of the JSN.
- * Why adult education? Questions and answers to remove doubts, reservations and misgivings about adult education.
- * How to plan and open an Adult Education Centre?
- * How to motivate an adult?
- * First day in AEC.
- * Few days after opening an Adult Education Centre?
- * Physical, intellectual, emotional and spiritual aspects of the lives of adult learner and how to make them read and write?
- * Different methodologies of teaching learning, such as LAUBACH Method, MANDE Method, PATHIC Method, ANSARI Method, AVASTHI Method (The methodology adopted by Shri Purohit in Rajasthan could also be incorporated).
- * Role of instructor.
- * Role of Prerak.
- * Selection and involvement of resource persons in the activities of AEC.
- * Evaluation of learning outcome.
- * Content and process of training of the Instructor and the Prerak.
- * Role of the trainer.

* How to design a training programme?

* What are the contents of training and how to make training more participative.

The training manual is an excellent compilation, has been well conceptualised and well drafted and could be of universal relevance to all functionaries in adult education.

With a view to obtaining correct and timely feedback from the persons who received training either through the SRC or through the resource persons of the SRC, a new journal, captioned 'SAMPARK' is being brought out on a quarterly basis. Like the Training Manual, this also is an excellent write up written in simple and intelligible language. The journal itself is being used for orientation and training of large number of functionaries. This is also being supplemented by number of audio visual aids. It was encouraging to note that ISRO, Ahmedabad has made 4 good training films (The present Director, SRC has acted in one of them) which are also being used for training.

It was encouraging to note that DEEPAYATAN has trained resource persons ranging between 10 to 20 in every district and their expertise is being used in course of training of the functionaries.

Environment Building

In the absence of a media unit and absence of equipments, like CAMCORDER, TV Camera, etc., the SRC has not been able to contribute significantly towards environment building. The Director, Deepayan may prepare a plan for starting a full fledged media unit with the barest minimal complement staff with the help of which he can prepare video spots, features, stories, etc.

Other special problems with 'DEEPAYATAN'

Within a very short period of time, DEEPAYATAN, Patna has contributed significantly towards spreading the message of literacy in an educationally backward State like Bihar. It also won ACCU first prize or fully illustrated follow up materials in 1986 which is a matter of pride for the entire family of adult education in India. However, the Director, SRC frankly stated that there are certain problems and constraints inhibiting the pace and progress of this work which needed to be attended to. These are :

- * The overall workload of the SRC vis-a-vis staff in position needs to be reviewed and sanction for additional staff such as (a) one Media Co-ordinator; (b) Production Manager with supporting staff; and (c) one Programme Co-ordinator on the research side, need to be considered and issued.
- * Similarly with a view to strengthening the Media Unit, equipment like Camcorder, TV Camera, need to be supplied to SRC.

CHAPTER X

POST LITERACY & CONTINUING EDUCATION

Deficiencies

- * Although sanction for a total of 1,250 JSNs has been issued for Bihar, there has been inordinate delay in operationalisation of the JSNs and according to the latest report of Director, DAE only 600 JSNs out of 1,250 have been made operational.
- * Only 55 out of 600 Preraks are women which is contrary to the instructions issued by the Government of India which stipulates that minimum 50% of them should be women. No information is available as to how many of these Preraks belong to the SC and ST community.
- * Although the State Government is running 256 SAEPs with 27,200 centres, not a single JSN has been sanctioned by the State Govt. against these centres. This would mean that the neo-literates coming out of these centres would be relapsing into illiteracy in the absence of institutional linkage between basic literacy, post literacy and continuing education.
- * No calendar of inspection for the JSN which would facilitate supervision and which would help establishing closer linkage and integration with other development departments has been issued. As a matter of fact, there is hardly any awareness and seriousness amongst other development functionaries at the State, district and grass-root level about the need for and relevance of literacy, the need for integrating it with other development programmes, the need for sharing information and experience in

the field of training and the need for dissemination of development information through JSNs.

With a view to enhancing the coverage and quality of post literacy and continuing education programme, we could, in addition to the JSNs, think of two other important media, namely (a) Newspapers; and (b) a network of rural libraries. In regard to the first, there are number of newspapers in English and Hindi which are being published from Patna and other stations, such as—Hindustan Times, Times of India, Hindustan, Nav Bharat Times, Patliputra Times, AAJ, AVAAJ, PRABHAT, KHABAR, the New Republic. However, we have not availed till date of this rich infrastructure for the purpose of bringing regular features, stories, supplements, columns, etc. for the neo-literates. It would greatly help if the Minister of Education, Principal Secretary (Education) and Director (AE) could address the Editors of these newspapers in a Conference or demi-officially to request them to bring out at least one page or half a page supplement once a week in their newspapers which could be exclusively a column for the neo-literates. In regard to '(b)' I was given to understand that there is a separate Directorate of Library Service under the Ministry of Human Resource Development, Govt. of Bihar and there is also a legislation for regularly stepping up of such libraries. No information, however, is available with the Director (AE) regarding the number of libraries which have been set up in the rural areas and to what extent they are available for the neo-literates today. This needs to be done without further delay in pursuance of the circular letter sent by us to the Chief Secretaries of all State Governments.

CHAPTER XI

MEDIA COVERAGE & SUPPORT

There is no dearth of infrastructure as far as media is concerned. There are AIR stations at Ranchi, Darbhanga, Bhagalpur, Patna and Jamshedpur and Doordarshan Stations at Ranchi and Patna. Similarly, there are 70 regional newspapers. Bihar is also quite rich in the traditional folk media and there are large number of cultural troupes which are well versed in effectively spreading the message to the people. Unfortunately, however, they have not been sufficiently involved in the work of the mission so far. Illustratively, the broadcast from the AIR stations are occasional and not on a regular and systematic basis. Similarly, there are not enough telecasts in Literacy Mission from the Doordarshan Stations at Ranchi and Patna on a regular weekly or fortnightly or monthly basis. Hardly any stories or features have appeared in the regional newspapers about the need for and relevance of adult literacy and its linkage with the entire deve-

lopment process. Director, AE indicated that he has formulated a plan for 'mass campaign' and proposes to launch it on 2nd October, 1989.

In the 80's Father Gonsalves was effectively conducting literacy programme in West Champaran district (Bettiah sub-division) with the help of powerful literacy songs with which he could mobilise people, generate interest and sustain the interest. After Fr. Gonsalves left Bihar and settled down in Delhi, there has not been any revival of this major historic effort. There is no dearth of creative thinkers, writers, artists in Bihar with whose involvement and help we should have been able to compose a number of such literacy songs, have them audio-cassetted and distributed to the AECs all over the State. This, unfortunately, has not been done.

CHAPTER XII

SILVER LINING ON THE HORIZON

Amidst all the dark clouds which have gathered on the horizon over the last 10 year in course of implementation of the 'Centre-Based' adult education programme through the State Government, there have been couple of silver linings, like—Father Gonsalves, Smt. Neelam Nath, ex-Director (AE). Shri Amarjeet Sinha (1983 IAS, RR) who was formerly Deputy Development Commissioner, Singhbhum and who has assumed charge as Director, AE only on 15th September, 1989. Although Shri Sinha has been in his present post for hardly a 'week', he has already put himself heart and soul to the Mission and has initiated number of steps which could help this Mission to take off in Bihar. Some of these measures are :

- * He has planned to go in for a 'POST CARD CAMPAIGN' on a large scale. He will be writing to 50,000 volunteers after procuring their names and addresses. He has already collected the full particulars of VAs, Banks, Insurance Companies, NGOs like Rotary Club, Lions Club, JAYCEES, etc. He proposes to launch this 'Post Card Campaign' on 2nd October, 1989. He appears to be quite hopeful that this campaign would generate lot of goodwill for literacy and also a positive environment for literacy.
- * Director, AE has issued strict instructions to all the field functionaries of adult education that they should remain in the programme only if they can stay heart and soul to the programme and should quit the programme if they have no commitment for it. This is in tune with the spirit of a similar circular issued by Mrs. Neelam Nath, ex-Director, DAE.
- * He has realised the 'Centre-Based adult education programme in Bihar funded and controlled by Government is responsible for bringing a bad name to the State and to the 'Mission'. He has, therefore, taken a conscientious decision that a concerted drive will be taken to close down such centres which are not functioning properly and step should be taken to closed down such centres which are totally non-functional.
- * Simultaneously, he has also initiated stringent action against non-performing personnel who are in the programme but whose heart is outside the programme.
- * He has effectively put across his point of view before the State Government regarding :
 - (a) Strengthening the Administrative structure at the State and District level.

- (b) Adoption and implementation of revised pattern of RFLP.
- (c) Sanction of JSNs under SAEP.
- (d) Delegation of adequate administrative and financial powers in favour of the State and District Literacy Mission Directors.

- * He has finalised the State level and District level Action Plans and also a 'Plan for Complete Eradication of Illiteracy in Selected Areas' in terms of the spirit of the letter dated 26-4-1989 issued by the Education Secretary, Government of India.
- * The relationship between the field functionaries of adult education and voluntary agencies has been somewhat delicate and sensitive over the years. Shri Sinha has issued a circular letter to all the DAEOs and all the POs on 19-9-1989, i.e., within 4 days of his joining, in which he has clearly outlined the role of these functionaries vis-a-vis the VAs which should be one of positive and constructive help, orientation, counselling and guidance rather than regulation and control.
- * Although the last review was conducted by me in January, 1989, no compliance report was sent till 18-9-1989 when for the first time Shri Sinha went through the inspection report and has tried to prepare a para-wise compliance note with all sincerity and seriousness about various observations, conclusions and recommendations made in the review report.
- * The Principal Secretary and Commissioner, Department of Human Resource Development, Government of Bihar—Shri B. B. Sahay, has also been taking keen and abiding personal interest in the work of the Mission since the date of his joining a couple of months back.
- * The Director, Secondary Education—Shri Srivastava, and Director, Elementary Education—Shri Shibandu were also found to be officers of clear perception and commitment to their respective educational programmes. It is hoped that with the close cooperation and collaboration of these officers and under the able stewardship of the Principal Secretary, HRD—Shri B. B. Sahay, the State Literacy Mission Director would be able to provide a new trust and direction to this Mission in Bihar.

CHAPTER XIII

SUMMARY OF OBSERVATIONS, CONCLUSIONS & RECOMMENDATIONS

A meeting of the Council of SLMA should be convened as early as possible to consider the 'Plan for Complete Eradication of Illiteracy' formulated by the Director (AE). While approving this plan, the Chairman of the Council who happens to be the Chief Minister (with Education portfolio) should consider to issue an appeal for 'Mass Mobilisation and Campaign' to VAs, teachers, students, youth, women and all sections of the society so that the NAEP which in Bihar has hitherto remained pre-dominantly a government funded and government controlled programme could acquire a mass dimension.

- * An Executive Body for looking into the matters of day-to-day interest for the Mission should be formed with Principal Secretary and Commissioner, HRD, as the Chairman without further delay.
- * The State Government should accept without further hesitation or delay the revised administrative structure for the Mission at the State and District level. The DAE, which is terribly understaffed, and ill-equipped should be properly staffed and equipped. Similarly, the district offices should also be properly staffed and equipped. This would involve a thorough and critical screening of the calibre of the staff who are manning different posts at the State and District level. Such staff as have a clear perception and commitment to this programme should be retained and the rest should be repatriated to their parent department or dealt with otherwise.
- * The revised pattern of RFLP should also be accepted and implemented without any further delay.
- * There is total disparity between RFLP and SAEP as on date. Such disparity should be removed and they should be brought as closer to each other as possible. Besides, their date of commitment and closure should also be co-terminus with the financial year to facilitate timely issue sanctions and better monitoring.
- * The existing structure of the projects as also their area of operation makes them unwieldy and unmanageable. The whole structure and jurisdiction should be redefined to make them more compact, contiguous and manageable.
- * Location of every project should be decided on certain basic principles like—percentage of literacy for SCs and STs.
- * The procurement of teaching learning materials in the project areas should be decentralised. The material should be procured at the project level. The POs and DAEOs need not have to look up to the State Literacy Mission Director for such day to day mundane matters of project management.
- * The job of printing the teaching learning material should also be decentralised. The State Directorate of Adult Education should unburden itself of this onerous responsibility with immediate effect.
- * As many orientation and training workshops as possible should be organised with a view to injecting the culture of complete eradication of illiteracy into the hearts and minds of the adult education functionaries at the project and the district level.
- * The information system obtaining today in the field of the adult education totally lacks credibility. Since computerised MIS at the district level is going to take time, the existing snags, pitfalls and deficiencies in the management system should be detected and corrective measures taken so that whatever information feedback is reported, it does not suffer from wrong reporting or misreporting.
- * In view of the large uncovered gap obtaining in the field of adult education today and in view of the leakage and wastage which is taking place in the existing 'centre-based programme, we have to necessarily think in terms of an alternative strategy by going in for a 'Mass Mobilisation and Campaign' in which we can involve as many sections of the society as are literate and as are committed to work for literacy as possible. This could be done in the following manner :
 - Proposals from 139 VAs pending with the Government of Bihar, State Directorate of Adult Education should be screened expeditiously and such VAs as are willing to work for literacy should be assigned a close and compact area of operation so that they should be able to work in that area better. Wherever due to peculiar operational reasons a voluntary

agency does not find it convenient to work in a compact and contiguous area, the agency may be given the option to work in an area which is operationally convenient to it.

- Detailed action plans for mobilisation and involvement of student volunteers of schools, college and university, non-student youth, women, army, navy, air-force, ex-servicemen, banks, cooperatives, NGOs like Rotary club, Lions club, JAYCEES should be prepared and specific role assigned for each of them.
- The impact of the RAJGEER Project should be reviewed and corrective measures taken to prevent wastage from the programme.
- * Although NSS, Non-NSS and NCC students have been involved in the Mission since May, 1986 and a fullfledged scheme has also been prepared and issued to all concerned, the Literacy Kits do not seem to be reaching the rank and file in the field
- * The Principal Secretary and Commissioner, HRD, Government of Bihar should convene a meeting of the Steering Committee with involvement of Vice-Chancellors of all the Universities of Bihar and Programme Co-ordinators of NSS as also the Directors of NCC so that he could review first hand about the pace and progress of the 'Mass Programme' through involvement of students.
- * In regard to Secondary School teachers it is desirable that a dialogue with their federations should be started so that even if we have a small number, with proper planning, co-ordination and training the desired results can be achieved.
- * The pace and progress of operationalisation of JSN has been painfully slow. Steps should be taken to set up Village Education Committees at the level of every village where JSN has to be set up and it should be the endeavour to operationalise the remaining 650 JSNs as early as possible.
- * The State Government have not sanctioned even a single JSN under SAEP. It is their bounden duty to do so as in the absence of JSNs the neo-literates of these centres are likely to relapse into illiteracy.
- * It is imperative that before launching a 'Mass Mobilisation and Campaign in Bihar adequate steps for environment building are taken with a view to bringing our clientele from a pre-literate stage to a literate one.

In any endeavour to mobilise and involve all sections of the society in a difficult Mission like literacy where the time span is long and results are not achieved instantly, one should not get unduly worried about the prevailing cynicism and scepticism amongst

the elites and intellectuals. One should, however, proceed in an organised, systematic and methodical manner and only with an objective and in-depth understanding of the actual field situation. Keeping this in view, the following specific suggestions could be taken up for immediate implementation :

- * It seems that different roles for different organisations, institutions and agencies in the NLM have not yet been assigned. The first important task, therefore, should be to identify the potential and to assign the task on the basis of an imaginatively and skilfully prepared action plan. Such action plan could include the following areas :

Employers & trade unions

Rohtas, Ranchi, Hazaribag, Giridih, Dhanbad and Chaibasa are the predominantly industrially developed districts. The industrialists and the employers and the trade unions in these districts have, however, not yet been involved in the Mission. It may, therefore, be worthwhile to convene a Conference of leading industrialists and trade unions of the State in these districts in the presence of Chief Minister (who holds the Industries portfolio), Labour Minister and the Deputy Minister (Education) (the Chief Minister holds the Education portfolios). These industrialists and trade unions should be asked to take up specific areas either in the area of their operation or in the colonies where their workers live or by way of adopting undeveloped and educationally backward areas. Such concept of adoption should be total and should extend to implementing the programme in its entirety.

Banks & Cooperatives

Similar dialogue should be held with the Chief Executives of the nationalised banks in the presence of Chief Minister (who holds the Finance portfolio). The banks may be requested to identify literate employees who have willingness, expertise and commitment to impart literacy to their illiterate customers in clearly earmarked areas. Similarly, the Minister (Cooperation) may be persuaded to address the State Cooperative Union, State Cooperative Bank, District Cooperative Bank and their employees and members who are literate to take up imparting literacy to the adult illiterate employees/members.

Prison Management and Staff

It is one area where we could have produced some definitely better results if initiative and interest would have been shown right in the beginning. Although clear guidelines were issued as early as December, 1987, followed by a d.o. letter

from Shri C. G. Somiah. Ex-Union Home Secretary to Chief Secretaries and Home Secretaries of all States in September, 1988, no action plan in respect of making the illiterate prisoners in all the district jails of the State literate has yet been formulated. Instead of addressing the IG of Prisons, the DAEOs were wrongly addressed to prepare the Action Plan. The State Chief Secretary should immediately take a meeting with the State Home Secretary and IG of Prisons for preparation of the action plan covering all the adult illiterates in the district jails of the State for implementation.

Ex-servicemen

Although a detailed dialogue took place at Delhi on 28-2-1989 to involve ex-servicemen in Bihar in literacy and a decision was taken to prepare concrete action plans for such involvement, the proposals are yet to be received from the Government of Bihar. The Director, AE should immediately get in touch with the Chairman and Secretary of the Rajya Sainik Board, District Sainik Board and formulate the action plan and have them sent as early as possible to NLMA.

Home Guards

Bihar has large number of home guards, many of whom are literate youngmen and women and who could be mobilised for imparting literacy to the adult illiterates with whom they live and work. A separate action plan for this purpose also needs to be prepared. In respect of these action plans which should be primarily volunteer-based, the requirement of Literacy Kits should be carefully worked out and an indent will have to be sent to DEEPAYATAN, Patna—the SRC for Bihar, sufficiently in advance to enable the latter to prepare these kits.

Involving Representatives of Political Parties

Nearly a year ago we had requested the Education Ministers of all States to write demi-officially to the President/Secretaries of all recognised political parties and MPs, MLAs, MLCs so that they could help us in spreading the message of literacy across the country. This does not appear to have been done till date. It may be desirable if an 'appeal' from the Chief Minister is issued to all the MPs, MLAs, MLCs and leaders of all the recognised political parties asking them to spread the message of literacy in the countryside.

CONCLUSION

There was a point of time in the Indian history when Bihar had taken the lead in the field of adult education. The Central Advisory Board of Education in its 4th meeting in December, 1938 had appointed

an Adult Education Committee under the chairmanship of the then Bihar Education Minister—Dr. Syed Mahmud. In his address to the Committee, Dr. Mahmud had identified adult literacy as the chief plank of the adult education movement and had declared :

“No Government can make any appreciable headway with the scheme of promotion of socio-economic welfare of its people unless the people are prepared to meet the Government half-way and offer them responsive cooperation. This responsive cooperation is only feasible when the people possess some amount of education”.

During the same period, Bihar devoted itself to the cause of literacy by giving it the highest priority. One of the most impressive government campaigns conducted in the country in recent times was organised under the inspiring leadership of Dr. Syed Mahmud. The organisational set-up of the movement consisted of the Provincial Mass Literacy Committee (reminiscent of the Central Literacy Campaign Committee of Burma under the chairmanship of Dr. Nri Nri, the then Education Minister, Burma) under the dynamic stewardship of Dr. Mahmud himself, with District, Sub-divisional and Village Committees under the chairmanship of District Collector, Sub-Divisional Officer and the Village Headmasters respectively. The burden of actual teaching was taken highly by school teachers, school and college students, government officials of all departments, the industries and cooperatives also provided the manpower. In fact, between 1939-40 and 1941-42 about 25% of the instructors were school teachers.

Bihar had also taken a lead in the library movement by setting up two important public libraries viz. Bihar Hiteishi Library in 1882 and the Oriental Public Library in 1891. The Khuda Bux Library, Patna is yet another pioneering and laudable effort in setting up a chain of public libraries in the State. The massive literacy campaign launched in Bihar in 1938 and 1941 was also accompanied by a magnificent achievement in the field of rural libraries. It is claimed that 7,000 rural libraries with over 12 lakh readers were opened during this period.

What a fall it could be when we compare what Dr. Frank Laubach described as the most impressive campaign conducted in India in modern times with the state of affairs in the field of education in general and with literacy in particular in Bihar today. While on the one hand (and it can justifiably be a matter of pride) Bihar has provided some of the top ranking political and social leaders as also some of the top ranking economists of the country, there has been a progressive deintellectualisation and decline in the academic climate of the state as reflected in: the continuing low rate of literacy, high rate of drop-out and low rate of retention. It is indeed a pity that although more than 100 social movements swept through Bihar during the last 3 or 4 decades, of the right Sarvodaya kind to that of the extreme left—all these did not produce any appreciable impact in increasing the rate of literacy or in creating a positive environment for literacy.

As was observed in the last review report and as has been reiterated in Chapter II of this report, it is necessary and desirable that we first have an objective and indepth understanding of the social, socioigical, economic agro-climatic and cultural factors and constraints inhibiting the pace of implementation of the ongoing adult education programme in the State and take steps for bringing about a qualitative change and improvement in that situation. While it may not be possible to bring about radical changes and improvement in the working and living conditions of people in rural areas and more specifically in the working and living conditions of women, SC and ST which are often the outcome of a stratified social order, it should be possible to create conditions and provide a support system by which the rigour and hardship faced by these unfortunate sections of the society could be minimised to some extent and by which the access to educational opportunities in an appreciable measure could be ensured. This evidently cannot be the effort of one agency and far less of government machinery. It is with this end in view that a large scale mobilisation and involvement of voluntary agencies who are good and reliable, who have the experience and expertise and commitment to adult education becomes imperative.

Such a process of mobilisation and involvement can be possible when the prevailing distrust and suspicion between government functionaries and voluntary agencies would be overcome by a climate of total openness in approach and openness of the system. Such a process could also be feasible with a qualitative human resource development of the functionaries at all levels. It is a happy augury that the present Principal Secretary and Commissioner, Human Resource Development—Shri B. B. Sahay, and the newly appointed Director (AE)—Shri Amarjeet Sinha, have started looking at the adult education programme in its correct perspective. Given the political will, commitment and determination, selection of the functionaries with the right approach and attitude to the problem, proper understanding for human resource development of these functionaries and unreserved support and help from all the development departments and agencies, such as—agriculture, animal husbandry, forest, fisheries, health, family welfare and last but not the least, continuity of tenure in respect of the functionaries who are giving a good and significant account of themselves would go a long way in establishing and consolidating the much needed pace of adult education programme in an educationally backward State like Bihar.

ANNEXURE—I

BIHAR

Statement showing the number of illiterates in the age-group of 15—35 years (1981) by districts

(ALL AREAS)

S Sl. † No.	Name of districts	No. of illiterates		
		Males	Females	Total
1.	Patna	150261	290146	440397
2.	Nalanda	91971	186503	278474
3.	Nawada	67143	140309	207452
4.	Gaya	175724	374410	550134
5.	Aurangabad	67343	148927	216270
6.	Rohas	129922	274981	404903
7.	Bhojpur	116020	282380	398400
8.	Sakra	101422	249200	350622
9.	Siwan	92608	224948	317556
10.	Gopalganj	88356	173449	261805
11.	Paschim Champaran	180121	246153	426274
12.	Purba Champaran	219066	304598	523664
13.	Sitamarhi	178404	240946	419350
14.	Muzaffarpur	179879	285122	465001
15.	Vaishali	104812	199155	303967
16.	Begusarai	104017	169043	273060
17.	Samastipur	149337	268942	418279
18.	Darbhanga	155953	261927	417880
19.	Madhubani	187113	320281	507394
20.	Saharsa	277709	410150	687859
21.	Purnia	340473	468591	809064
22.	Katihar	132366	181174	313540
23.	Munger	231694	383999	615693
24.	Bhagalpur	187113	288974	476087
25.	Santhal Pargana	327050	507588	834638
26.	Dhanbad	131108	231374	362482
27.	Giridih	130661	236022	366683
28.	Hazaribag	170505	283215	453720
29.	Palamu	149439	236113	385552
30.	Ranchi	192383	344746	537129
31.	Singhbhum	196340	334170	530510
		5016304	8547536	13563840

Source : Social and Cultural Tables

Series I, India

Census of India, 1981

Note : As per remarks given in the above publication, the present tables were adjusted applying a correction factor, to confirm to the earlier P.C.A. figures. The totals may, therefore not tally in all cases.

LIST OF BLOCKS FOR ACHIEVEMENT OF COMPLETE LITERACY BY 1990

Sl. No	Name of District	Name of Blocks where Governmental Agency will work to achieve the target	List of Blocks where Voluntary Agency will work to achieve the target
1.	2.	3.	4.
1.	Patna	1. Danapur	1. Mokamah
2.	Nalanda	2. Giriak	2. Hila
3.	Bhojpur	3. Jagaishpur 4. Bihia	3. Arrah
4.	Rohtas	5. Rohtas 6. Nauhatia	4. Moharia
5.	Gaya	7. Gurua	5. Manpur
6.	Jahanabad	8. Makhdumpur	6. Jahanabad
7.	Aurangabad	9. Dev 10. Kutumba	7. Goh
8.	Nawadah	11. Pakaribarawa 12. War-aliganj	8. Kawakol
9.	Muzaffarpur	13. Bochaha 14. Kanti	9. Kurhani 10. Saraiya
10.	Sitamarhi	15. Tariyani	11. Bajpatti
11.	Vaishali	16. Mahua 17. Hazipur	12. Goraul
12.	East Champaran	18. Paharpur 19. Harsichi	13. Pakridayal 14. Patahi
13.	West Champaran	20. Gaunaha 21. Ram Nagar	15. Nautan 16. Betiah
14.	Saran	22. Masarak 23. Teraiya	17. Sitalpur 18. Dighwara
15.	Siwan	24. Goriyakothi 25. Guthani	19. Maharajganj 20. Bhagwanpur
16.	Gopalganj	26. Barauli 27. Baikunthpur	21. Uchkagaon
17.	Darbhanga	28. Manigachchi 29. Hayaghat	22. Bahadurpur
18.	Madhubani	30. Pandal 31. Babubarhi	23. Madhepur 24. Madhubani
19.	Samastipur	32. Morwa 33. Dalsinghsarai	25. Sarairanjan 26. Bibhutipur

1	2	3	4
20.	Begusarai	34. Khudabandpur	27. Matihani
		35. Cheriabariarpur	
21.	Khagaria	36. Khagaria	28. Gogari
		37. Alauli	
22.	Purnia	38. Thakurganj	29. Sadar Purnia
		39. Banmankhi	
23.	Katihar	40. Barsoi	30. Azam Nagar
		41. Kadwa	31. Andabad
24.	Saharsa	42. Kahra	32. Reghampur
		43. Nauhatta	33. Birpur
25.	Madhepura	44. Alam Nagar	34. Madhepura
		45. Singheshwarsthan	
26.	Bhagalpur	46. Katoria	35. Sultanganj
		47. Banka	
27.	Munger	48. Lakhmipur	36. Jamui
		49. Jhajha	37. Jamalpur
28.	Dumka	50. Raneshwar	38. Saraiyahat
		51. Ramgarh	
29.	Deoghar	52. Madhpur	39. Deoghar
		53. Mohanpur	
30.	Godda	54. Peraihat	40. Mehrma
		55. Godda	
31.	Sahebganj	56. Barharwa	41. Pakuria
		57. Pakur	
32.	Hazaribagh	58. Simaria	42. Champaran
		59. Barkagaon	
33.	Dhanbad	60. Chandankiyari	43. Jharia
		61. Chas	44. Topchachi
34.	Giridih	62. Dhanwar	45. Dumri
		63. Jamua	
35.	Ranchi	64. Tamar	46. Karo
		65. Ratu	
36.	Gumla Lohardagga	66. Gumla	47. Bishunpur
		67. Bhandra	
37.	Singhbhum	68. Datmada	48. Chakradharpur
		69. Ghatshila	49. Chandil
38.	Palamu	70. Lesaliganj	50. Dallenganj.

**IMPLEMENTATION OF NAEP IN BIHAR — SUMMARY OF DEFFICIENCIES AND
SHORTCOMINGS MENTIONED IN CAG REPORT (1984-85)**

RFLP

- * Reported expenditure represented 'amount drawn' and not their actual utilisation. Large sums were drawn in contravention of financial provision in 'current accounts' with the State Bank of India and other nationalised banks to avoid lapse of budget provision.
- * The department was unable to report the actual expenditure incurred.
- * Huge unspent balance of the order of about Rs. 2 crores with number of projects represented poor financial management and discipline.
- * With the existing pace of implementation of the programme it is doubtful whether the entire illiterates would be covered by 1990 as envisaged in the programme. In other words, the targets fixed in the programme were unrealistic.
- * There was heavy shortfall in expenditure as well as shortfall in progress. The two, however, were not commensurate with each other.
- * No socio-economic and demographic survey was ever conducted for registration of illiterate persons before opening of Centres.
- * Sizeable amounts meant for disbursement of honorarium of the instructors were deposited in the Revenue Deposit Account without furnishing reasons. Such amounts remained by and large unutilised.
- * There was shortfall in the opening of centres ranging between 2% in 1983-84 and 68% in 1980-81 and eventually in enrolment and achievement.
- * Though 83% of the funds provided was reported to be spent, the percentage of achievement to the target was only 41% during 1979-80 to 1984-85.

SAEP

- * On 1st April, 1989 the Account of Sakra AE Project deposited after disbursement of honorarium the balance of Rs. 78,470 left with him in his personal saving bank account.

- * The Project Officer Manjhi (Chapra dist.) AE Project misappropriated government money amounting to Rs. 0.22 lakhs during 1983-84 by interpolating in the acquittance roll, the amount payable to each of the 160 instructors and by showing issue of Kerosine Oil valued at Rs. 0.66 lakhs to centres already closed.
- * The department did not furnish reasons for closure of AE centres midway. As premature closure of centres denied the learners to acquire the contemplated literacy skills, the expenditure of Rs. 15 lakhs on these centres proved infructuous.
- * The persons belonging to SC and ST community were enrolled in excess of the actual number in a particular area. The reasons for such discrepancy could not be explained. The figures, however, indicate that the figures of persons enrolled were fictitious.
- * 600 Transistors (NELCO) with leather cases valued at 1.72 lakhs purchased in August, 1981 from a Patna based firm could not be utilised fully. While some of them were stolen, some others were found lying idle in stock. Thus the expenditure of Rs. 1.72 lakhs on transistor sets proved to be unfruitful as they could not be put to use even after 4 years of their purchase.

Assistance to Voluntary Organisations

- * The State Government was not aware of the achievement of voluntary agencies as a whole.
- * Test check of records of 8 voluntary agencies revealed that though targets set for imparting 10 months course were achieved, no follow up or post literacy activities had been initiated in any of the AECs.
- * Twelve organisations did not furnish the audited accounts as required and legal proceedings were instituted by the DAEs concerned against them.
- * Rs. 8.00 lakhs received by them as grants were misappropriated. The State Government could not enlighten the audit about the present position of the case.

III
GUJARATI

TOUR IMPRESSIONS: ON VISIT TO GUJARAT FOR REVIEW OF IMPLEMENTATION OF NATIONAL LITERACY MISSION

9.3.89 to 11.3.89

I had been to Ahmedabad from 9th to 11th March, 1989 for an indepth review of the pace and progress of implementation of the National Literacy Mission. Apart from visiting Gujarat Vidyapeeth, which is the State Resource Centre for Gujarat State, and the Office of the Director, Adult Education and State Literacy Mission Director and reviewing various aspects of implementation of the Mission, I had found time off to visit a training programme conducted by B. K. Joshi Trust, an old and reputed voluntary agency of Gujarat at Betrajee in Mehsana District for about 75 instructor trainees; I also visited couple of AECs, run by this Voluntary Agency in Katal taluka of Mehsana District as well as couple of AECs run by Gujarat Crime Prevention Trust in the slum areas of Ahmedabad city. At the close of the visit, I had a very interesting dialogue with about one hundred voluntary agencies at the Gujarat Vidyapeeth who had been mobilised to assemble at the Gujarat Vidyapeeth and who were going to assume on their shoulders an important responsibility of managing JGNs. Placed below is an analysis of the strength and weaknesses of the programme (obtaining from my tour impressions) with specific suggestions for improvement in the various key areas of NLM :—

Strength : Administrative Infrastructure

1. The State Government have constituted by a Resolution dated 21-6-88 a State Level Advisory Council to advise the Chief Minister on the implementation of National Technology Missions on Literacy, Immunisation and Oil Seeds.
2. Similar Advisory Councils have been constituted at the District Level with the District Collector as the Chairman, President, District Panchayat as Co-Chairman, District Development Officer as Vice-Chairman, Superintending Engineer, DAEO and District Agricultural Officer and a Rotarian as members.
3. The State Government have appointed the Director, Adult and Non-Formal Education on 18-6-88 as the ex-officio Director of Technology on Literacy for the purpose of co-ordinating the activities of the Mission at the state level.
4. The Director, Adult Education has formulated a detailed perspective plan showing the year-wise and agency-wise coverage from 1988-89 to 1994-95 (with a view to achieving the coverage of 49.41 lakhs adult illiterates as on 1-4-88) together with the resources—human,

material and financial, required for achieving this object.

5. Similar perspective plan showing year-wise and agency-wise coverage together with the district level map has been prepared for all the 19 districts.
6. Adult Education Centres under RFIP and SAEP are selected by the concerned District Panchayats and the centres are ordinarily allowed to be continued till the object of 100 per cent coverage has been achieved.

Academic and Technical Resource Support

- I. In Gujarat Vidyapeeth (founded by Mahatma Gandhi in 1920) we have both a university as well as State Resource Centre which has made valuable contribution since inception by way of (a) Production of teaching learning material (b) training of functionaries (c) mobilisation and involvement of voluntary agencies, social action groups and students in environment building and actual literacy programmes (d) action research.

Basic Literacy Primer—Process & Content

- II. The entire process of production of teaching learning material is participative and scientific. To start with, benchmark survey is conducted for curricular development and production of teaching learning material. A comprehensive questionnaire for this purpose has been prepared in Gujarati for conducting door to door survey to ascertain the size of the family, the social and economic background, occupational patterns etc.—number of literates and illiterates, number of school-going children, number dropping out, reasons thereof. The questionnaire contains 218 questions including health, hygiene, sanitation, environment, etc. The benchmark survey is conducted by the village youth and it helps in two ways, i.e. (a) indepth understanding of the life-style of the people, (b) identification of keywords. The survey report is brought to the SRC headquarters and is discussed in a number of workshops of social scientists, teacher educators and creative writers. In case of designing primers for members of the ST community, one or two resource persons who live in the tribal areas, who can understand and interact in the tribal dialect are

also selected. The workshop helps in preparation of the prototype which is then sent for field testing. The reaction (of the persons who will use the primer) in course of try-out is recorded, brought to SRC headquarters and the proto-type is discussed again in the context of these relations. The materials relating to food, dress, manner of storing water, etc. are first photographed in the field and then converted to graphics. These are thereafter incorporated into the primer which makes it truly relevant to the life of the people.

In course of benchmark survey about 1000 key words have been collected and these with appropriate illustrations (photographs converted into graphics) have been incorporated into the primer (Nav Jagran Prandh Vachanmala) on a selective basis. From lesson No. 9, simple them on the need for population control, maternity protection and child care have been incorporated in a simple and intelligible manner by use of key words. The fact that a primer can be prepared in the language spoken by the people becomes an emotive issue; a source of great motivation and inspiration. This conforms to what Gunnar Myrdal had said about the sense of pride and patriotism which people have for their spoken language and the cultural identity stemming therefrom.

Issues which intimately affect the lives of the tribals have been incorporated into the primers at great length. These are (a) land, (b) debt, (c) ashram schools, (d) superstitions, (e) co-operatives and (f) weights and measures (in the context of LAMPS).

The teaching learning materials are being designed on the basic premise which can be described as below :—

- Learners have heard a lot of things of life and have spoken a variety of themes but have not learnt to speak them in an organised and methodical manner. The primary task before one who designs the curriculum and the primer and one who imparts literacy through such primer is how to inculcate into the mind of the learner this articulation with freedom and ease and yet logical coherence.
- The teaching learning materials have been designed by the Gujarat Vidyapeeth on this essential and sound principle which can be summed up as

त्रिपदी कथन, श्रवण, पठन, लिखन

Separate learning materials have been designed for women with the following content areas :

- marriage
- mother and child care
- food and nutrition
- health, hygiene and sanitation (involving both personal and community hygiene)
- Co-operatives.

Although this primer for women was designed in 1984 before the New Education Policy and NLM came into being, the concept of women's equality, women's self-image and women's self-confidence has been built into the primer through suitable illustrations.

The SRC has designed a separate primer for arithmetic with the following salient features :—

- importance of arithmetics.
- what we know and what we need to learn.
- how to start learning arithmetic.
- how to know the numbers and how to recognise the value of numbers.
- how to count and write (in the box) different numbers.
- how to read and write words in numbers and numbers in words (so that there is comprehension).
- how to learn applied mathematics.
 - (a) Coins—addition and subtraction.
 - (b) Watch—how to count timing.
 - (c) Weighing Balance & Machine—how to weigh and measure.
 - (d) Earthwork—how to learn area measurement (relevant for drought and test relief operations).

Literacy Kit for Saksharta Kit

III. The idea of organising an intensive campaign to fight illiteracy in Gujarat was mooted by Dr. Ramlal Parikh, Vice-Chancellor, Gujarat Vidyapeeth while addressing a convention of voluntary organisations on 2-10-87. This campaign is called "Saksharta Abhiyan".

The Saksharata Abhiyan aimed at involving one lakh volunteers to impart functional literacy to 5 lakh adults in 15-35 age group. This was proposed to be achieved by mobilisation of voluntary agencies, panchayats educational and welfare organisations, etc.

According to the original plan, literacy was to be imparted for 3 hours every day from 11-5-1988 to 31-5-1988. This was subsequently changed for 2 hours every day from 1-5-1988 to 15-6-1988. The total literacy capsule was for 90 hours. The programme also contained a one day training component for the literacy volunteers. According to Dr. Ramlal Parikh, the first literacy kit or package of 45 days/90 hours' duration was intended to provide an entry point to be sharpened and refined further. The components of the first kit are as below :—

- 25 lessons in all out of which 20 lessons are on language leaning and 5 lessons on numeracy.

- 5 evaluation sheets (one at the interval of 4 lessons, second at an interval of 8 lessons, third at an interval of 12 lessons, fourth at an interval of 20 hours and fifth at an interval of numeracy lessons).
- Summative test at the end of 45 days.

The second kit which is under print and which is to be covered in a period of an additional 455 days or 900 hours would contain the following :

- 16 lessons on language learning and lessons on numeracy. All these lessons will be in the form of stories which are to be illustrated and would have the following content :—
 - Equal wages for equal work.
 - Equality in treatment of boys and girls, sons and daughters.
 - Benefits of literacy.
 - Personal and Community hygiene.
 - Age for marriage.
 - Immunisation.
 - National Integration.
 - Minimum wage.
 - Co-operatives.
 - Unity is strength (general).
 - Organisation is strength (for unorganised labour).
 - Literacy song (an environment)
 - Illiteracy is shame.
 - A lesson on census—census is coming be prepared for it and face the enumerator with confidence.
 - Occupational skills development for home based industries for women.

The following components of the content impart functionality to the nature and character of the package :

- (a) How to read the time table—buses, trains, school, etc.
- (b) How to use Post Offices—inland, envelop, moneyorder, bookpost.
- (c) How to calculate interest and handle other financial matters—membership fees, registration, how to correctly calculate the proceeds of agricultural and milk production, daily household transaction.

The following content of second kit on numeracy is mostly functional in character :

- Why to save.
- What to save.
- How to save.
- How to fill in the bank account for deposit and withdrawal.
- How to read the passbook.

- How to fill the moneyorder form.
- Arithmetic examples about day to day life.

The second kit which is largely on functionality and awareness supplements the first kit to a large extent. In addition to the literacy and numeracy primers, the following are the additional components of Saksharata Abhiyan :

- Volunteer's training module which contains a package of three days' training with the following content :
 - * Why Saksharata Abhiyan.
 - * For whom, objectives, how.
 - * Who will join as a Volunteer.
 - * जंत से जंत जले —a talk. by Dr. Ramlal Parikh.
 - * Content of Saksharata Kit.
 - * त्रिपत् पद्धति— Teaching Methodology साक्षरता, चेतना, जागृति और व्यवसायिक विकास (Literacy, awareness and functionality).

The training methodology is essentially directed to promote life skills and communication skills and how to make the learner unfold himself/herself.

- Volunteer's guide to essentially enable the volunteer to organise a discussion with the help of a picture, to familiarise the volunteer with the literacy material and message and to enable him to discover the message, to train him for organising the learner's test and to motivate the learner to sit for the computer test.

Training modules for Instructors, Preraks, APOs, POs

IV. Training of all project level officers, i.e., POs, APOs and Supervisors (Preraks) is at present being undertaken by the SRC. The training of the instructors is organised by the Project Personnel.

Training modules and the syllabus of training for the APOs & POs, Instructors & Preraks have been designed by the SRC through workshops by involving the SRC staff, the project staff and the research persons from the University in the same participative mould as is adopted for production of teaching learning materials. Separate manuals are prepared for different functionaries and resource persons. The materials are tested in training camps and are also reviewed through workshops at periodic intervals. A Complete Directory of Resource Persons (for training of both Instructors and Preraks) has been prepared.

The content of training module for Instructors, Preraks, APOs/POs is briefly stated as below :—

Instructor's training

- motivation of the learner.
- adult psychology.
- how to use charts.
- monitoring.

- population education.
- methods of teaching and approach to learning.

Preraks training

- What is literacy mission.
- Philosophy of adult education.
- Communication.
- Organising the activities of the JSN.
- Role of Prerak as a Supervisor.

APOs, POs training

- Principles of adult education.
- How to adjust the adult learner to a new surrounding.
- How to organise the training of Instructors & Preraks.
- Contours of area planning.
- How to apply the provisions of GR to field situations.

Voluntary Agencies

V. Gujarat has a good base for voluntary action primarily on account of the respect of the people towards efficacy of the voluntary culture and also on account of the support and commitment of government functionaries to VAs. This is evident from the increasing involvement of VAs in adult education over the year and such involvement has been possible on account of the following factors :

- The Director, Adult Education, Gujarat has been authorised to sponsor all proposal of VAs direct to the Central Government under intimation to the State Government.
- The processing of the applications from VAs is being done with utmost speed. It takes on an average about two months time between the date of application and the date of completion of processing in the Director, Adult Education's Office.
- Detailed guidelines have been issued by the Director, Adult Education to the DAEOs for visiting the area of operation of VAs as a friendly and positive venture and not as an Inspector as such.
- The DAEO helps the VAs in preparation of the area operational plan and also allots the area, keeping in view the availability of resources and operational convenience of the VA in a particular area.

Plus points of voluntarism in adult education arising out of field impressions

Visit of couple of Adult Education Centres of 2 Voluntary Agencies namely (a) Gujarat Crime Prevention Trust & (b) B. K. Joshi Trust in Ahmedabad City and Mehesana district respectively reveals the

following plus points of voluntary action in Adult Education in Gujarat :—

- Learning is a simple, easy and natural process and it is the Instructor's personality as well as the Learners attitude which makes learning a robust and joyful exercise. An Adult Education Centre conducted properly also becomes a centre of rest and relaxation particularly for women learners and relief from a duddgerous existence.
- There is a perceptible impact on the pace and progress of study within a very short period of one and half months from the date of commencement of the classes in the Adult Education Centre.
- Learning of alphabets and words has become much easier due to introduction of innovative measures like play cards (made of wood) Blackboards have also been designed in the timber which is locally available and is inexpensive.
- The Instructors are qualified, highly motivated and have taken up their assignment seriously more as a part of their social obligation than as a paid avocation.
- The AECs are being held at many places at the learners' residence which is a picture of immaculate neatness and cleanliness. This also bears ample testimony to the fact that a non-formal programme like adult education can be successful largely as a result of natural involvement of the community in literacy action.
- The husbands of the women learners have had no taboos or inhibitions against literacy. They have been gracious and liberal enough to allow their housewives to attend the AECs in a free and relaxed environment which is bound to be conducive to learning.
- Literacy has promoted not only a better access to the wider world of information but has also promoted self-image, self-confidence and self-assurance of the learner.
- Through literacy, a Rawal woman can help her husband (who is a camel cart driver and who earns on an average Rs. 40/- to Rs. 50/- per day) to calculate how much was earned, how much was spent and how much can be saved. The message of a small and happy family has come to her today as a result of being literate as normally and naturally as it should.
- Similarly, Rawari women who sell 20 litres of milk and earn about Rs. 100/- per day are able to calculate how much they earn, how much they spend and how much they can save. Literacy has heightened their critical awareness of the environment in which they are placed, how milk co-operatives can bring about a radical change in their working and living conditions etc. It has imparted

lot of self-confidence, self-determination and self-help in their day to day lives.

Visit to the training programme for Instructors conducted by B. K. Joshi Trust at Betrajee (Mehsana district) and interaction with the trainees for about an hour revealed many plus points in the physical, social, economic and cultural environment of Gujarat which can be said to be conducive to literacy and learning. There are :

- Eighty percent (approximately) of the villages of Gujarat have been electrified.
- The general condition of road, communication and transport is much better in Gujarat than rest of the country.
- There is no social discrimination against members of the SC Community and no untouchability. The Harijans are acceptable to all members of the society; they have free access to the temples and to the common source of drinking water in the main baste.
- Adult Education Centre have helped in promoting social integration to a very large extent. Men and women, young and old, members of the Scheduled Castes; and other sections of the society, members professing different faiths were found to be participating freely and without inhibitions in the adult education programme. They participate in each other's joy and sorrow as members of one family (Death in one family resulted in temporary suspension of the activities of the adult education centre as all members of the community participated in mourning the loss).

There is no concept of Landlord and Share cropper as in Eastern India and elsewhere. Through implementation of land reforms land to the tiller of the soil has been ensured. Even if there are instances of a Hali (Landless agricultural labourer) working as an attached agricultural labourer in the household of a tenure holder, any dispassionate observer of land reforms would observe something in the relationship of the land owner and the Hali which is distinctly different from the scenario in the rest of the country. In the context of adult education programme, I did not come across a single case where the attached agricultural labourer has been prevented from attending the adult literacy classes in the evening hours.

Post Literacy and Continuing Education

VI Sanction for 2300 JSNs was issued in March 1988. This was renewed in June 1988. All IDAEOs were called in September 1988 for a 3 day conference for full briefing about the roles of JSNs. Detailed guidelines about location of JSN, Selection and training of Preraks, procurement of books and other materials have been formulated and issued to all DAEs.

The Director, Adult Education has issued clear instructions to the DAEO to purchase materials for the neoliterates (for the JSN Library) from a variety of sources such as SRC, NBT, Kanjibhai Trust of

Surat and the Text Book Board. The SRC has designed about 30 to 40 titles, the Text Book Board about 50 titles and the Kanjibhai Trust about 50 titles.

Government of Gujarat has constituted at the Panchayat level a Sadhan Sampanna Committee (Material Procurement Committee) under the Chairmanship of DDO which will be responsible for screening and placing order with various agencies for books and for all other materials for the JSN.

An impact evaluation of the Mass Programme of Functional Literacy has been conducted by Dr. M. D. Trivedi, Sri M. P. Thakkar and Sri M. P. Patel recently. The evaluation pertains to all the 11 universities of Gujarat. Some of the plus points of this evaluation could be stated as below :—

Plus Points

- The number of female learners exceeds far in proportion to that of male learners.
- Majority of the learners fall in the age group of 16—35 years (69%).
- Motivation of the adult illiterates to learn partly comes out of the literacy status of the family members and partly out of their own volition.
- Majority of the adult learners fall in the category of farm labourers.
- Most of the learners are able to reach the desired level of reading, writing and arithmetic in a short span of 1½ to 2 months. As a matter of fact, the range of successful neoliterates lies between 80 to 100.
- The report, however, goes to indicate that 96% of the neoliterates could read with comprehension, write and do simple calculations of day to day life.

Weaknesses

1. Administrative Infrastructure

- The State Level Advisory Council has been constituted under the Chairmanship of the Chief Minister to advise the Chief Minister. This is wrong in principle and makes the constitution defective.
- Three Missions (Oil Seeds, Literacy and Immunisation) have been clubbed in one Advisory Council. In this, the literacy mission has lost its priority. This is contrary to our guidelines and is also against the spirit of the suggestion of the HRM to CM Gujarat to have one Authority constituted exclusively for Literacy.
- Constitution of similar Advisory Council at the district level under the chairmanship of District Collector and a parallel body known as District Adult Education Advisory Committee under the chairmanship of President, District Panchayat leads to avoidable duplication of efforts and avoidable conflict or clash of interest in the decision making process and difficulties in implementation.

- Under the Plan Scheme for strengthening the administration of adult education at the state and district level, sanction for 31 posts to Gujarat (which is a 'B' category state) was communicated by the Government of India on 8-6-88. This is yet to be adopted and implemented fully by Government of Gujarat.

II. Deficiencies of Office Management

The following are the deficiencies of the present staffing pattern in the Office of the Director, Adult & Non-Formal Education as also in the authority exercised by the Director :—

- (a) The Directorate has disproportionately more ministerial officers at the lower level and less officers of gazetted rank at the middle level.
- (b) The Director, Adult and Non-Formal Education has no powers of appointment and transfer of any adult education functionary (gazetted and non-gazetted). The DAEOs are selected and posted by Government (in which the Director, Adult Education has no say). The POs and APOs are selected and posted by the Director, Higher Education (Director, AE is a member of the Selection Committee for the purpose of the selection).
- (c) One post of Deputy Director at the Directorate and 67 posts in the offices of 19 DAEOs are lying vacant.
- (d) The order of distribution of work among the Dy. Director (1) and Asstt. Directors (2) is lopsided. In view of the small size of the Office and the fact that full complement of staff have not yet been sanctioned, the distribution of work need not have been arranged in a hierarchical pattern.
- No schedule of inspection for the whole state has been drawn up.
- Field inspections have suffered heavily primarily on account of acute shortage of middle level officers.
- Perusal of reports of inspection of two DAEO offices revealed that the reports concern themselves mostly with routine aspects of office management. No field visit to AECs has been conducted to verify if all that is being reported is factually correct.

III. Deficiencies at the higher level personnel management

Continuity of personnel at all levels (subject to good performance) for a reasonably long tenure is essential and crucial to the success of any programme and more so to a mission. Contrary to this principle, in Gujarat, three Education Secretaries have been transferred over a period of 1½ years and the average duration of two of them has been less than six months. The present Education Secretary is the fourth incumbent in office within a period of less than 2 years.

IV. Deficiencies in coverage and project management

- All the projects under RFLP and SAEP are not of uniform size. While 20 out of 22 RFLPs are having 300 centre projects, 29 out of 35 SAEPs have 200 centre projects.
- A study of the coverage of the state by RFLP and SAEP from 1980-81 onwards shows that the pattern of coverage has been most erratic as would be evident from the following :
 - In the case of RFLP, the number of AECs which was marginally increasing till 1983-84 is suddenly on the decline, in case of SAEP, it is progressively on the increase except 1985-86 and 1986-87. All the projects are also not running according to full capacity. This could be attributed to the following reasons :
 - (a) The full amount released under RFLP by the Central Government is not released by the State Government.
 - (b) The District Panchayats do not start the AECs in time.
 - (c) The DAEO has no control over the project staff who are subordinate to the DDO.

The following are the other infirmities which inhibit the proper implementation of the centre based programme :—

- (a) RFLP was revised and the revised pattern with detailed guidelines were communicated to the State Government in March, 1988. The State Government has not yet adopted and implemented the revised pattern. This has left a void in exercise of qualitative supervision and control over the programme.
- (b) Of 22 RFLPs, only 7 have been provided with vehicles. They are old and mostly unserviceable. Evidently, supervision and inspection of the AECs has suffered to a large extent.
- (c) None of the SAEPs has been provided with a vehicle.
- (d) There is disparity in the conditions of the service of employees of RFLP and SAEP. While a regular pay scale is given to the POs and APOs of RFLP, the POs and APOs in SAEP are given a consolidated pay.
- (e) There is no continuity in the tenure of POs and APOs of RFLP. Their services are transferable.
- (f) Fifty percent of the POs are being selected as direct recruits (through the PSC) while the remaining 50% are selected from the teachers' cadre and the ministerial cadre.

It is a strange combination in as much as those who come from the teachers' cadre having experience of teaching do not want to work as PO while those who come from the ministerial cadre may be interested to work as PO but lack the aptitude and inclination to a complex and extremely difficult assignment as AE.

There are many other deficiencies in the management of the Projects and AECs (Govt. run and Govt funded) partly obtaining from the limited number of inspection reports and partly from my field impressions in Gandhinagar district. These are :—

- (a) The DAEO and the PO are not sure of the location of AECs. They do not maintain maps in their respective offices indicating the location of the centres.
- (b) Teaching learning materials are not supplied even after the AECs have started functioning.
- (c) There is inordinate and avoidable delay in issue of formal sanctions by the Panchayats which results in delay in purchase of teaching learning materials, delay in payment to the instructors etc.
- (d) There is gap between closing a project and commencement of another.
- (e) The POs and Supervisors are not visiting AECs regularly.
- (f) In few cases, good instructors are selected and trained but they leave the assignment soon after getting an alternate job elsewhere.
- (g) In many cases, the centres were not working according to the full capacity and had, therefore, to be closed down.

V. Post Literacy and Continuing Education

Although sanction for 2300 JSNs (1500+800) was issued in March, 88 alongwith release of a sum of Rs. 1.95 crores in favour of State Govt., not a single JSN has been fully operationalised till date. The money remained locked up in the consolidated funds for nearly 9 months and thereafter, the State Govt. have sanctioned Rs. 1 crore in December, 88 and Rs. 95 lakhs in February, 89. The first lot was released in December, 88 but could not be encashed due to wrong budget head. The second lot has not yet been released. Although 582 preraks have been selected (the same committee which is responsible for selection of instructor has been made responsible for selection of preraks), not a single prerak has been trained as yet. This is a unique situation where the single largest number of JSNs was sanctioned in favour of Gujarat but not even one could be fully operationalised even one year after expiry of the sanction. The reasons for such inordinate delay could be listed as :—

- The State Govt. could not take a decision for nearly one year as to whether the scheme

of JSN should be implemented at the Panchayat level or should be transferred to VAs. This is notwithstanding the fact that the Central Govt. had communicated sanction for additional 1500 JSNs on the express understanding that these will be given either to Gujarat Vidyapeeth for implementation or atleast be located in the Saksharata Abhiyan areas.

Even now the entire process has been inhibited on account of the following infirmities :—

- The DAEO has no control over the Project Staff who are subordinate to DDO.
- The DDO does not issue the sanction in time as he in turn has to obtain sanction from the President of the District Panchayat who may have his own considerations in issuing or not issuing the sanction (for locating the JSN in a particular area).

VI. Academic and Technical Resource Support

- Teaching learning materials are being reviewed and evaluated from time to time but have not been properly documented.
- There is no Abhyas Pustika alongwith the basic literacy primer, thereby causing difficulty to the learners for practising self learning.
- Numeracy content in the literacy primer is weak.
- Certain concepts like 'Payment of Wages', 'Weekly Off', 'Overtime' as provided in MW Act, equal wages for same or similar nature of work which are important components of awareness for industrial workers are missing for the Primer.

The following are omissions and deficiencies in the 'Literacy Kit' (Ist level) produced for Saksharata Abhiyan :

- Gains of literacy need to be projected in a more poignant and life like style. The illustration of the father-in-law who is an illiterate looking on helplessly at the daughter in law who is reading out a letter for him is a very poor one as it does not bring out the gains of literacy in a telling manner. Similarly, the illustration pertaining to the age of marriage does not bring out fully the legal and social implications of early marriage and its adverse repercussions. It is a very weak illustration.

The following are the omissions and deficiencies in the literacy kit (IInd level) for the Saksharata Abhiyan :

- Issues relating to land reforms and development, debt and how it leads to bondage, protection and conservation of environment, need for clean and potable water have been left out.

The following are the omissions and deficiencies in the training modules designed for Instructors & Preraks :

- Tools of evaluation of learning outcome have not been built into the training module.
- Conducting evening classes for upgradation of skills acquired at the basic literacy stage, conducting Charcha Mandals, conducting simple and short duration training programme for the beneficiaries of development (including anti-poverty programmes), manner of collection, compilation, storage of development information from development departments and dissemination thereof are important and integral parts of the activities of the JSN which need to be properly built into the training modules of the Prerak. Similarly, the form and content related inputs of motivation of the Instructor and the Prerak also need to be built into the training modules of both.
- No separate module for the functionaries VAs has been designed. Training needs of the functionaries of VAs being different, and Gujarat having a good voluntary base such a module is important and urgent.

VII. Mass Programme of Functional Literacy

Notwithstanding the plus points emanating from the impact evaluation, the following deficiencies in MPFL have been generally observed :—

- Out of 11 Universities in Gujarat, Programme Co-ordinators of 7 only have been trained. The remaining 4 have not shown any initiative to organise the training programme.
- There is no co-ordination between the working of the Department of Adult & Continuing Education and that of the N.S.S. Wing in the University. Instead there is lot of acrimony and bitterness. This is one of the main reasons as to why MPFL is not being implemented properly elsewhere in the Country. Gujarat is not different from it.

Monitoring

The name of the Officer and the nature of the report to be submitted on monthly and quarterly basis has been laid down but no test checks are being conducted to ensure their accuracy and authenticity before submission to the concerned quarters.

Evaluation of Learning Outcome

No systematic tools of evaluation of learning outcome have been designed. None of the Officers in the Directorate or in the field appeared to be sure of the position obtaining from the detailed instructions issued by the Directorate of Adult Education, Government of India on the subject in 1985.

Specific suggestions and recommendations

I. The plan scheme of strengthening the administration of adult education at the State and District level should be implemented without further delay.

II. The posts which have been sanctioned at the State and District level and yet are lying vacant should be filled up immediately.

III. The State Literacy Mission Authority should be set up without further delay. It should be executive, decision making and implementing agency and not merely an advisory council (as at present).

IV. It is necessary to have one such authority at the district level vested with full executive powers for implementation of NLM. The present practice of having 2 parallel bodies which creates confusion and attendant administrative problems needs to be discontinued.

V. The Director, Adult & Non-formal Education should be appointed as the Director, State Literacy Mission and not as Director of Technology on Literacy for the purpose of co-ordinating the activities at the State level as has been done now. This does not convey any meaning. The Director should be made responsible for getting things done under the Mission and not an ornamental head for co-ordination.

VI. The State Mission Director today has no powers except grant of casual leave to his Officers and Staff. This is contrary to the spirit of a Mission. He should be vested with sufficient administrative and financial powers and should not have to look upto the Director, Higher Education or the State Education Department on matters which could be easily delegated to him.

VII. The Director should also be vested with ex-officio secretariat status appropriate to his rank so that he could submit proposals to the State Government in files instead of resulting them through routine correspondence as now. This would promote speed in decision making process.

VIII. The accommodation provided to the office of the Director, Adult and Non-Formal Education in a portion of the Heads of the Department building is too small and congested. There is no conference room where the Director could meet DAEOs, POs and other functionaries from time to time. The state Government should give some thought to this problem and allot a more spacious accommodation with conference facilities. With filling up of all 31 posts under the plan scheme of strengthening the administration of adult education (SAS) this is imperative and unavoidable.

IX. The State Mission Director should be provided with some of the most essential tools and equipments like (a) Photocopier (b) Electronic Typewriter (c) Word Processor etc. which he does not have at present. In procuring such tools and equipments, some thought should be given to computerised MIS at the District and State level.

X. The Director, Adult Education should work out re-distribution of work among the officers at Headquarters on more rational and scientific lines to make it more result oriented. Illustratively (and this is in view of the shortage of staff) the Deputy Director, Adult Education (I) could be made responsible for disposal of certain matters relating to administration, audit, accounts, etc. as his level and the Assistant Directors could submit the rest of the matters to the Director instead of routing them through the Deputy Director. The responsibility for implementation of NLM in the 19 Districts of the State could also be distributed for the purpose of inspection and supervision among the 3 Deputy Directors and the 4 Assistant Directors when they are in position.

XI. The Mission being time bound, the service of Officers and Staff sanctioned for adult education at the State and District level should be fully utilised as such and not for any other work.

XII. The prevailing disparity between RFLP and S. SAEP in regard to the Project pattern, the conditions of service of employees etc. should be removed to the extent possible illustratively, all SAEPs could uniformly be given 300 AECs each. All RFLPs and S. SAEPs should be provided with a vehicle. The revised pattern of RFLP should be adopted and implemented without delay and should be extended to the S. SAEPs as early as possible.

XIII. The area approach in project management should be fully respected. No project should be shifted from an area unless all the illiterates have been fully covered. Sincere efforts should be made to make the Projects run according to their optimum capacity, conducting a proper area survey, mobilising and taking the village community into confidence before opening the adult education centres, adoption of special selection procedure for selecting the right type of personnel are some of the specific measures which could be taken in this direction.

XIV. The existing system of sanction and release of funds is unsatisfactory and is responsible to a very large extent for delay and defeats the basic objectives. The following measures are suggested for getting over the problem :—

- Funds released by the Central Government under RFLP, JSN, etc. should find their way to the Project authorities through the State and District Mission Leaders, instead of locking them up in the Consolidated Fund of the State and eventually releasing them after 1 year to the Panchayat.
- The management of adult education programme may be released from the control of the Panchayat and may be entrusted to the Projects as autonomous bodies.
- Alternatively, the project staff should be brought under the control of the DAEO and at the district level, he should have a decisive voice over the management of the project in its entirety.

— In any case, the DAEO should not have to helplessly look up to the DDO or the President of the District Panchayat for issue of each and every sanction which today is not only time consuming but kills initiative, creativity and turns out to be eventually a demoralising experience.

XV. Considerable damage has already been done by the inordinate delay in institutionalising JSNs. Even now (after expiry of full one year after the sanction), the Director, Adult Education feels that he may not succeed in operationalising all JSNs fully before May, 1989. This long awaited and much cherished innovative task needs to be attended to on a war footing. This would be possible only if the Chief Secretary, the Development Commissioner, the Secretary, Education, the Secretary, Panchayatiraj, the Director, Adult Education, the President, District Panchayat, the Collector and District Development Officer tie up the loose ends and give directions to the subordinate formations not to lose a minute and proceed with institutionalisation of JSNs with utmost speed by pooling the time, energy and resources from all quarters to make the JSN experiment a model one.

XVI. A complete District-wise profile of the location of the JSN, names of the feeder village, name of the Prerak, names of the neo-literates, names of the development functionaries, name of the volunteer who would keep the library open and the activities of the JSN going etc. should be prepared and feed to the Computer to be installed at the District level.

XVII. Fifteen hundred out of two thousand three hundred JSNs were earmarked for Saksharata Abhiyan areas. This should be ensured at any cost so that the neo-literates in those areas do not relapse into illiteracy.

XVIII. Despite limitation of space and shortage of staff, the measures taken by the Director, Adult Education for mobilisation and involvement of VAs in large number in NLM is laudable. As on date, he is getting a Quarterly Report from the concerned DAEO about the status of the VAs operating in his District. It will further help matter if immediately after receipt of a copy of the sanction order, the Director, Adult Education should send out a letter to the DAEOs, asking them to go and visit VAs as a part of guiding, supporting and enabling mechanism (different from a controlled mechanism) and submit a report on the following :—

- * Whether the Project has been started in time ?
- * Whether the right type of functionaries have been selected ?
- * Whether the right type of training imparted to the functionaries ?
- * Whether teaching learning materials procured from SRC or any other source and whether there is any problem ?
- * Whether any special problems faced by the VA either in running of the Centre or JSN ?

XIX. The following is a list of VAs in Gujarat who for years have been doing pioneering work in the field of education and social construction :—

- * Gujarat Vidyapeeth, Ahmedabad.
- * Vivekanand Education Society, Ahmedabad.
- * Kasturba Trust, Ahmedabad.
- * Gujarat Crime Prevention Trust, Ahmedabad.
- * Jyoti Sangh, Ahmedabad.
- * Lok Niketan, Ratanpur, Banas Kanttia.
- * Anand Niketan, Raipur, Baroda.
- * Kanjibhai Trust, Surat.
- * R. K. Baljoshi Trust, Panchmahals.
- * Manav Samaj Trust, Rajkot.

These VAs deserves the unstinted co-operation, support and help from both Central Government by way of (a) long term and continuation projects (b) using them as resource persons for training and orientation (c) involving them in various seminars and symposia.

XX. The existing system of monitoring is not fool proof. A system of computerised MIS is going to be introduced shortly which will bring lot of discipline into the system. Pending this, it is necessary that some test checks be conducted by periodic inspection and cross-verification of the reports obtaining from the field to ensure their accuracy and authenticity.

XXI. In the light of the norms for evaluation of the learning outcome laid down in NLM document and the conclusions of the Indore Workshop (November, 1988) the SRC needs to design evaluation tools and have them presented before finally adopting them. The primary consideration in evaluation of learning outcome which the SRC should remember while designing the tool is that it should be in tune with the natural impulse and psyche of the learner and the mechanism should not be an imposition from outside.

XXII. In view of the fact that Gujarat has a sizeable percentage of the total population as tribal and that they speak languages and dialects (Rathwa, Dangi, Bhilli, Chaudhury and Konkani) which are distinctly different from the State standard language (Gujarati) bilingual primers need to be designed by the SRC by borrowing common words and common problems of different dialect speakers and building them into the primer. The methodology adopted by the SRC in designing teaching learning materials has been found to be sound and the same could be adopted for bilingual primers as well.

XXIII. The Director, SRC, other Officers and staff had represented in course of review that there is no permanency in the cadre of the posts sanctioned. According to them, this becomes the greatest demotivating force for persons who are young, energetic and talented and who would otherwise be willing to work for the SRC but for this factor. We had issued a letter to all SRCs in 1987-88 (while communicating sanction of the revised pattern) to the effect that the

staff would continue upto 1990. Since NLM is to continue upto 1995 (and may continue even thereafter for few States like Bihar and U.P.), there should be no objection to issue a letter allowing continuance of SRC personnel even beyond 1990.

XXIV. The other important issue raised in course of review pertains to PF and gratuity for the employees of the SRC. The EPF and MP Act and the schemes framed thereunder are applicable to the SRC (as an educational institution). As on date, however, there is no provision for this in the scheme of SRC approved by the Central Government. Payment of Gratuity and PF in respect of employees of coverable establishments are statutory liabilities and will have to be discharged. The financial liabilities in respect of eligible employees of all SRC should be clearly and correctly worked out and the matter placed before the next meeting of the Executive Committee of NLMA and its approval obtained so that these liabilities could be discharged.

XXV. Although the impact evaluation of MPFL conducted by the SRC in respect of students of all 11 Universities has produced some positive findings, it appears that 2 Universities namely (a) South Gujarat (b) Saurashtra University are not showing enough interest in MPFL work. A meeting may immediately be arranged with the Vice-Chancellors of these 2 Universities at the level of the Minister Education and Secretary Education and the entire issue be reviewed at length.

XXVI. Gujarat has a network of industrial establishments in Cotton, Textiles, Cement, Ceramics, Chemicals, Dyeing, etc. The management of these establishments, however, have made very little contribution to promotion of literacy so far. Many of them (like NIRMA) are high profit earning and are spending sizeable amount in advertisement for sale of their products. They can easily take couple of large functional literacy projects. They can run these classes for their employees (both departmental contract and casual). Simultaneously they can provide a big support to the literacy programme as a whole by way of launching of publicity for spending the message of literacy along-with advertisement for sale of their products.

XXVII. The Saksharta Abhiyan launched by Dr. Ramlal Parikh, Vice Chancellor, Gujarat Vidyapeeth is a unique experiment through which a sincere and committed effort is being made to make 35 lakhs adult illiterates literate by 1990-91. Despite the insufficiency of teaching learning material, inadequacy of orientation and training and absence of a foolproof feed back mechanism to monitor the events taking place in the field, the campaign has succeeded in creating a learning environment and has kindled a desire to learn in the minds of non-learners. In order that such a campaign generates multiplier effect and in order that the tempo created is sustained, a lot more remains to be done by the NLMA, the State Government, Universities and Colleges of the State and NGOs. These could listed below :—

- The NLMA should ensure issue of speedy sanctions of JSNs (so far sanction for 500 JSNs has been issued) to provide linkage

between basic literacy, post literacy and continuing education. It is encouraging to note that these 500 JSNs are going to be allotted to VAs by the Gujarat Vidyapeeth and they will be set up in 167 Saksharata Abhiyan Villages which have been made fully literate.

- In order to sustain the momentum created by the Abhiyan, the State Govt. should launch series of developmental activities in the 167 villages which have been made literate and in the villages which are going to be made literate. In the neighbouring State of Rajasthan, such an initiative has already been taken to sanction development projects to villages made cent percent literate.
- NGOs like Lions Club, Rotary Club should also take up social service and development projects in the Saksharata Abhiyan villages immediately after they have been made literate. This will enable people to understand and appreciate the importance of literacy in relation to health, hygiene, sanitation, environment and will be able to make use of literacy and numeracy skills.

From the side of Gujarat Vidyapeeth, it should work out an action plan (for expanding the scope of the ABHIYAN further) incorporating the following :

- Identify the education institutions in the area and prepare an inventory of teachers, students and non-student volunteers who would be involved in the programme.
- Conduct a proper census of the adult illiterates. Such survey should be different from mere counting of heads and should be used as a tool of mobilisation and environment building.
- Bring about a process of complete identification of the volunteers, learners and members of the village community. Such a process can be established through padyatras, jathas, street theatres etc.
- Ensure effective orientation and training of Co-ordinators and Volunteers/Teachers. Such training should be conducted locally by identifying suitable resource persons.
- Build in a system of monitoring the entire programme and its impact specially with regard to the learning outcome. This is to be supplemented and reinforced by close contact (through visits) with what is happening in the field.

Conclusion

Like its neighbouring State Rajasthan, Gujarat has been passing through a spectre of severe drought during the last three years in quick succession. These were extremely trying times when the entire time, energy and resources of the State Government were concentrated on fighting the drought (on an average Rs. 4 crores were being spent on drought and test relief operations every day). It is but natural that in such a situation, all social development programmes in-

cluding literacy which have no immediate link with employment generation or generation of incremental income would be relegated to the background or would come to a grinding halt. Much to our relief and to the credit of Government of Gujarat and in no small measure to the immense personal interest of the present Director, Adult Education (Shri A. J. Shukla who has remained in the present post from 1985-86 onwards), and his commitment to adult education programme, such a thing did not happen. The programme, (specially RFLP and SAFP) however, would have received a much stronger boost and its implementation would have been qualitatively much superior (than what it is today) if it would not have been encumbered by unimaginative and cumbersome procedures. Such procedures have to a very large extent been the creation of the present system of Panchayatiraj administration. This is conveying no disrespect to Panchayatiraj concept. The latter like adult education is wedded to the people and is meant for promoting their interest and welfare. Unfortunately, however, like any other peoples' programme, Panchayatiraj also becomes a prisoner of its own procedures. There are too many conflicting interests to be fulfilled. There are too many layers and sub-layers through which decisions are required to flow. This involves lot of delay in the decision making process and avoid the delay in process of implementation. This also cripples the initiative, flexibility and creativity of the Adult Education functionaries at the lower level. Whether it is opening of an adult education centre or opening of a JSN or procurement of teaching learning material for the AEC or other materials for the JSN, they have to look up to the functionaries of the District Panchayat with almost a state of desperate helplessness and sometimes with stoic resignation. Illustratively, the District Adult Education Officer is a senior class I officer in the Education Department, Incharge of the Adult Education Programme in the District but he does not have any administrative and financial powers for conducting the village-wise survey for opening of an AEC or opening of a JSN. He has to look up to the District Development Officer, who is a senior class I officer in the Indian Administrative Services but who in turn has to look up to the President of the District Panchayat who has his own priorities and compulsions and invariably the decision does not flow from that level with ease and speed. The inordinate delay of 9 months in full operationalisation of 2300 JSNs through the Panchayats in Gujarat is a case in point. Such delay in the decision making process and in the process of implementation causes damage beyond repair to all that was intended behind this new and innovative scheme (JSN). It is necessary and desirable, therefore, that the State Government at all levels should identify the snags, pitfalls and irritants in the working of Panchayatiraj system and should try to design a system which not only works but which is accountable for its lapses, omissions and shortcoming. Simultaneously, the State Government should also organise series of orientation and training workshops for the Panchayat functionaries at various level to bring about a qualitative change in their attitudes and perceptions which today do not appear to be favourable to adult literacy.

TOUR IMPRESSIONS ON VISIT TO GUJARAT FOR REVIEW OF THE PACE AND PROGRESS OF IMPLEMENTATION OF NLM

(21.7.89 to 24.7.89)

I had reviewed the pace and progress of implementation of NLM in Gujarat from 9th to 11th March, 1989. A copy of my review report was sent to the State Government, the State Mission Director, the Director, State Resource Centre and all other concerned. The report was also discussed in the meeting of the Executive Committee, NLMA held on 26-4-89. I took up the review for the second time from 21st to 24th July, 1989 to assess the extent by which the various suggestions and recommendations made in the earlier review report have been implemented. The following are some of my observations arising out of this review :—

ADMINISTRATIVE INFRASTRUCTURE :

State Level :

The State Literacy Mission Authority has not yet been constituted despite clear directions given by the Chief Minister in the last meeting of the State Advisory Council constituted for all Technology Missions for Gujarat State. The Director, Adult Education and the State Mission Director has already submitted his proposal which is awaiting the approval of Government. The Education Secretary was requested to expedite the Constitution.

District Level :

At the time of last review, it was observed that there is avoidable duplication by having two advisory bodies at the district level, one headed by the Collector and another headed by the President District Panchayat. It was pointed out that on account of the existence of two parallel bodies, there was possibility of conflicting decisions being taken and hence it was desirable that the 2 bodies get merged into one for better coordination.

It was clarified by Education Secretary that the advisory body which is common to all Missions and which is headed by the Collector is meant primarily for reviewing and coordinating the work of all the Missions. It is not a controlling body whereas the District level Advisory Board on Adult Education headed by the President, District Panchayat is responsible for overseeing the implementation of the National Adult Education Programme in the district. According to him, there was no duplication and conflict in the functioning of 2 bodies and hence they need not be merged into one.

STRENGTHENING THE ADMINISTRATION OF ADULT EDUCATION AT THE STATE AND THE DISTRICT LEVEL :

State Level :

Gujarat is a 'B' category State under the Central Plan scheme of 'Strengthening the Administration of Adult Education at the State and District Level' and is entitled to 31 posts in different categories. Of this, 14 posts have been sanctioned and the additional entitlement is 17. Out of this, only 7 have been sanctioned recently (only 3 have been filled up) and sanction for the remaining 10 is still awaited.

Although the revised staffing pattern was communicated to all States with detailed guidelines as early as April, 1988, it is a pity that even after expiry of one year from the date of communication, Gujarat State could not fully adopt and implement the pattern on the plea that budget provision has not been made. This is a fully centrally funded scheme and the amount necessary to meet the cost of the posts may first be drawn from the Contingency Fund and got reimbursed later from the Central Government.

District Level :

Sixty seven posts have been approved in principle for the offices of 20 DAEOs although the actual sanction is still awaited. This has assumed urgency in the context of computerised MIS at the district level.

Powers of the State Mission Director and Administrative Bottlenecks

Although the Director, Adult Education has been notified as the State Mission Director and also as Head of the Department he has to look up to the Director, Higher Education for posting of all personnel as he has not been vested with any such powers. This is a very unsatisfactory arrangement and needs to be reviewed urgently in the context of smooth working of the Mission.

To cite an example of the queer manner in which the programme is being managed at the State level, one post of A.O. has been sanctioned for the Directorate of Adult Education on the condition that the post of Head Clerk has to be surrendered. The 21 posts have distinctly different functions and the A.O. cannot be a substitute for the functions of the head ministerial officer for an office vested with the responsibility of managing one of the 7 National Technology Missions.

The Education Secretary clarified that as far as posting of staff to the Directorate of Adult Education is concerned, there is one common cadre for both the Directorates and the posts are interchangeable. He, therefore, expressed his inability to empower the Director, Adult Education and the State Mission Director further over and above what has already been done.

Continuity in Higher Level Personnel Management

The principle of continuity of personnel involved at various levels in the work of the Mission has been highlighted time and again in various circulars and guidelines issued by the National Literacy Mission Authority and also by the Adviser, Technology Missions to Prime Minister in course of his visit to different States for review of the work of the Mission.

Notwithstanding this, officers at the State and district level directly involved with the work of the Mission continue to be transferred and often without consultation with the Director, Adult Education. (Recently the DAEOs at Junagad, Bhavnagar and Ahmedabad (Rural) have been transferred at a short notice and at a time when the State Mission Director had proceeded on leave). The Education Secretary agreed with me that the Head of Department should be taken into confidence and assured me that this would be ensured in future. He also offered to posts 5 to 6 new recruits to the Directorate of Adult Education so that there could be some qualitative change in personnel management.

The Education Secretary also mentioned that a new Department of Science and Technology and Technical Education has been created which will provide him some relief from the present onerous burden and he assured that he would be able to devote more time to the work of NLM.

OTHER MANAGEMENT PROBLEMS :

I. Distribution of work among officers of DAE

In the last review, it was suggested that the responsibility for review of NLM in the 20 districts may be distributed among the existing officers of the Directorate of Adult Education (of the rank of Deputy Director and Assistant Director) and each officer be made squarely responsible for operation of the Mission in that district. Director, Directorate of Adult Education is yet to comply with this suggestion.

III. Inspection of field officers

A schedule of inspection has already been drawn up for 1989-90 and inspection in respect of 8 districts have been conducted (Ahmedabad, Kheda, Bhamkantha, Sabarkantha, Panchmahal, Bhuj, Surendranagar, Gandhinagar) and inspection reports already sent. There should however, be close monitoring of the extent by which the observations contained in the inspection report have been complied.

Some of the inspection reports reveal that due to inordinate delay in sanction and release of funds, teaching learning and other materials are not being supplied to adult education centres and Jana Shikshan

Nilayams which causes lot of dislocation in the functioning of these grassroot level institutions. This needs to be looked into and specific direction needs to be issued by the concerned Department to the Presidents of District Panchayats to ensure timely materials management.

III. Delay in transfer of funds

The Education Secretary indicated that there was no delay in transfer of funds from the consolidated fund of the State to the projects although he did not exclude the possibility of such delay taking place at the level of the Panchayats.

Other Deficiencies in Project Management :

Disparity in RFLP and SAEP

I. Despite repeated proddings, neither the revised pattern of RFLP has been adopted nor the same has been extended to SAEP. Consequently, all the deficiencies of the old pattern continue resulting in poor supervision, poor training, poor monitoring & poor quality of implementation of the programme.

II. Out of 22 RFLPs, only 7 have been provided with vehicles while none of the 29 SAEPs has been provided with any vehicle. Besides, of the 7 vehicles, only 3 are in running condition and the remaining un-serviceable. There has been no improvement in this position since the last review.

III. There is no change in the system of recruitment of POs which continues to be unsatisfactory. While many posts of POs are vacant, most of the POs who have been brought from the cadre of teachers or the ministerial cadre do not have the aptitude, inclination and ability to manage the projects with utmost efficiency, economy and skill.

IV. The performance of a single project has not been evaluated in terms of complete eradication of illiteracy. Such a culture is totally non-existent in the minds of the functionaries. The performance of projects continued to be monitored till 1987-88 in terms of enrolment of persons in an adult education centre which is no index of good performance. Even in respect of 1988-89 which the Director, Adult Education speaks of 180% achievement, he has in view 5.75 lakhs of persons targetted to be enrolled and 10.30 lakhs persons actually enrolled (now made literate).

The Director, Adult Education stated that 35 villages of Bhavnagar district and 2 villages of Ahmedabad district have achieved cent per cent literacy. Similarly, 167 villages are reported to have achieved cent per cent literacy under the Saksharta Abhiyan during 1988-89. He further indicated that Ahmedabad district Panchayat has commenced a project for achieving cent per cent literacy in 44 villages.

This sounds encouraging but may not explain the full story behind the management of all projects. Besides, the claim that a village has been made fully literate should be subjected to an objective evaluation by an external agency having the expertise to

conduct such evaluation. This will have to be conducted in a manner (by way of interrogation of the learners) which would not give them a feeling that they are being cross tested and consequently would not threaten their very existence.

In the context of the by and large unsatisfactory performance of the Projects and the fact that the State Government have not been able to take a decision to adopt the revised pattern of RFLP, to extend it to SAEP and to remove the disparity obtaining between RFLP and SAEP, the need for adopting an alternative strategy was discussed with the State Government. I pointed out that during 1988-89, we had issued a sanction of Rs. 1.5 crores under RFLP in favour of Gujarat. We are not, however, quite sure of the number of persons who have been made literate out of this investment. Similarly, the number of persons who have been made literate out of the investment made in SAEP is not known. In view of this uncertainty the following suggestion was made to Education Secretary for his consideration :—

- We may continue to place the amount meant for RFLP during 1989-90 as before. This will be according to the old pattern as the State Government is yet to accept the revised pattern.
- A memorandum of understanding may be signed between the Central Government and the State Government. The memorandum may list out the following : (a) Areas to be made fully literate; (b) Time-span for complete eradication of illiteracy; (c) Selection of the agency of execution of the project for complete eradication of illiteracy in a specified area (such as agency could be different from or totally independent of the existing one like RFLP, SAEP etc.); (d) Firm arrangements for supply of teaching learning materials and training of functionaries; (e) Arrangements for monitoring and evaluation.

Since Gujarat Vidyapeeth has a plan for complete eradication of illiteracy in course of the coming one and half years (by 1991) in respect of 100 blocks of Gujarat, the State Government may as well take a decision as to whether the entire amount earmarked for RFLP and SAEP should be invested in the Saksharta Abhiyan which is less expensive, more time bound and result oriented.

This would necessitate restructuring of the existing administrative arrangement by way of retention of a few projects which could deliver the results and few others which could be wound up as they have over the years failed to yield the desired results. The whole thing should be part of a complete action plan which would be area-specific and directed towards complete eradication of illiteracy in a specific area where we have the administrative infrastructure, the requisite human resources of calibre and competence and where we can be reasonably sure of the results.

Saksharta Abhiyan—Status Report

Discussed with Prof. Ramlal Parikh, Vice Chancellor, Gujarat Vidyapeeth and Smt. Ramaben Desai, Director, State Resource Centre who indicated the

following developments in Saksharta Abhiyan which was launched by Gujarat Vidyapeeth on 1st May, 1988 :

1. Material Production

The initial Literacy Kit has now been considerably improved upon and the following additional components have been incorporated therein :

- An exercise book of about 40 pages.
- Four tools of evaluation of learning outcome together with continuous evaluation sheets.
- One summative evaluation sheet.

The Literacy Kit—Part II which is based on the principle of self-learning has been published. This supplements the Literacy Kit—Part I to a very large extent in as much as this has introduced lessons on all the 4 values of national concern, such as—national integration, small family norm, protection and conservation of environment, women's equality. Additionally, values and principles of collectivity, organisational strength vis-a-vis individual strength, dignity of labour, equal pay for equal work, personal and community hygiene, age for marriage, immunisation etc. have been incorporated into the Literacy Kit—Part II. Additionally, two separate books have been published—(1) Guidelines for the volunteers training; and (2) Actual utilisation of Literacy Kit. Both have been written in simple language and would be intelligible to any volunteer who wants to impart literacy on the principle of 'Each One Teach One'.

It was encouraging to note that all the suggestions and observations made by me in my first review report on NLM in Gujarat under the head 'Academic and Technical Resource Support' have been taken care of by Gujarat Vidyapeeth and have been appropriately incorporated into the revised Literacy Kit—Part I and the new Literacy Kit—Part II.

2. Enlarged Ambit of the Campaign

- * The Literacy Campaign launched by Gujarat Vidyapeeth has crossed the limited fold of "each literate person to make 5 illiterates literate" and has now proceeded in the direction of 'complete eradication of illiteracy in a block' from 'complete eradication of illiteracy in a Village' as would be evident from the following :—

1. Somgarh Block	(178 villages)
2. Kankrej Block	(117 villages)
3. Dharampur Block	(331 villages)
4. Dang district	(337 villages)

- * A workshop of all the principals of affiliated colleges of Gujarat University was conducted on 15-7-89 in which it has been pledged to launch a literacy campaign afresh in those colleges with the help of teachers and students.

- * The decision taken by the Vice Chancellor of all the 10 universities of Gujarat to award 10 bonus marks to each student volunteer in the

event of he/she making 5 illiterates literate is already being implemented.

- * It was encouraging to note that in a meeting of the general body of Sumul Dairy held on 20-7-89 at Surat, the Board of Directors of the Dairy have adopted 178 villages of Songarh block for the purpose of complete eradication of illiteracy and have sanctioned Rs. 5 lakhs for the purpose. The meeting was attended by representatives for 600 cooperative societies. The complete action plan for this purpose has been drawn up which will be implemented in a phased manner. It will start on 4-8-89 when all the Caster Trainers will be trained to be followed by training of volunteers on 10-8-89 and launching of Literacy Campaign in Songarh block from 15-8-89. According to the action plan, 48 villages will attain the 'entry point' of literacy on 2nd October, 1989 and the remaining 130 villages on 10th December, 1989.
- * A plan for complete eradication of illiteracy in the remaining 10 blocks of Surat will be launched in January, 1990 and thereafter it will be possible to make Surat district fully literate.
- * It was equally encouraging to note that members of 50 women milk cooperative societies of Vasudha Dairy of Valsad district have taken a pledge for complete eradication of illiteracy of the villages where the Societies are in existence. The survey work for this purpose has been completed and it will be followed by Masters' training on 12th August, 1989 to be followed by Volunteers' training on 8th September, 1989 when the literacy campaign will be launched. According to the pledge taken 50 villages will be made fully literate by these milk cooperative societies on 14th November, 1989 which is the concluding day of the Birth Centenary of Pt. Jawaharlal Nehru.

In course of discussion Prof. Parikh indicated that GJujarat Vidyapeeth had a target of making 10 lakh adult illiterates literate by the end of December, 1989 according to the following plan :

- * 5 lakh to be made literate by the student volunteers, the breakup of which is as below :
 - 1 lakh by University and college students.
 - 2.5 lakh by Secondary and Higher Secondary students.
 - 1.5 lakh by other volunteers of Gujarat Vidyapeeth.
- * 5 lakh by the volunteers of Dairy cooperatives, trade union organisations, banks, Rotary Club, Lion's Club, JAYCEES etc.

Prof Parikh indicated that the District Board of Lion's Club in its meeting held at Gandhinagar on 16-7-89 has already adopted a resolution to open an Adult Education Department in each Lion's Club and each club has taken a pledge to make at least 5 villages fully literate. He further indicated that a sum-

mative evaluation of learning outcome for the neo-literates has been fixed on 17th September, 1989. It was expected that about 1 lakh neo-literate adults will appear in the test through 1100 Hindi Prachar Kendras of the Vidyapeeth. The entire evaluation will be conducted by Hindi Prachar Bhawan along-with examinations in Hindi.

In regard to monitoring, Prof. Parikh indicated that 100 Monitors have been appointed who are regularly reporting on the outcome of the campaign. Each of them is being paid an honorarium at the rate of Rs. 200/- per month.

Prof. Parikh further assured that with completion of the 50 lessons in the two Literacy Kits, the level of literacy acquired by a learner under the Saksharta Abhiyan will not be less than that laid down in the NLM document.

He specifically drew my attention to the following core areas which could critically affect the outcome of the campaign if they are not attended to properly :

(1) Media Coverage and Support

Prof. Parikh expressed his concern that media continues to be the main hurdle. Although AIR coverage was fairly good and AIR has also accepted the request of imparting literacy lessons through broadcast, the same has not been accepted by Doordarshan. He, therefore, sought the intervention of the Central Government to impress on the need for a continuous and extensive media coverage and support through both AIR and Doordarshan. He indicated that since Government is spending lot of money in advertisement a one line advertisement will greatly help in spreading the message of literacy.

(2) Although volunteers from the school system are being involved in the literacy campaign, the Secretary, Board of Secondary Education continues to be both dilident as well as indifferent to such involvement. He, therefore, requested the intervention of the Education Secretary, Government of Gujarat to prevail on the Board of Secondary Education so that they could adopt a resolution as has been done in West Bengal to ensure involvement of secondary and senior secondary school students.

(3) In view of the fact that 100 out of 180 blocks are proposed to be covered by the Saksharta Abhiyan (60 blocks have already been covered and 40 blocks are left to be covered) for complete eradication of illiteracy, there is no point in running RFLP and SAEP projects for those 100 blocks. In view of this it may be impressed on Education Secretary, Government of Gujarat that in Sampurna Saksharta Abhiyan areas the RFLP and SAEP projects may be wound up and the money diverted to launch a mass mobilisation campaign in the remaining 80 blocks which have not yet been covered by the Sampurn Saksharta Abhiyan. He was of the view that having two parallel schemes—one, centre-based and honorarium oriented and, another, volunteer-based without any honorarium, would create disaffection and heart burning amongst two sets of workers/volunteers working for the same cause as a part of the same Mission and, therefore, would not be desirable.

(4) Post Literacy and Continuing Education

In all, 620 JSNs have been sanctioned in favour of Gujarat Vidyapeeth—500 in the first lot and 120 in the second lot. It was indicated that 500 JSNs have already been made operational. A list containing name of the voluntary agency, name of the Taluka and the district and the number of JSNs allotted to each of the VAs was handed over to me which shows that 501 JSNs have already been made operational. It was further clarified that in May, 1989 necessary teaching learning materials, books, newspapers, periodicals, games and sports materials, etc. have already been delivered to the 501 JSNs. In respect of the remaining 119 JSNs which are yet to be made operational, the Preraks have been selected and were at present undergoing training.

Although the State Government had assured that 150 JSNs would be spared by the Panchayats and given to the Gujarat Vidyapeeth for locating them in the Saksharta Abhiyan, till date no such decision could be taken.

It was indicated that there would be an additional requirement of 2000 JSNs to complete the linkage between basic literacy as an entry point and post literacy and continuing education for 10 lakh neo-literates by December, 1989.

Other Plus Points of Gujarat Saksharta Abhiyan

- * Although mobilisation for literacy started with Gandhian Basic Educational Institutions, today it extends to all political parties of all sections of society and is a mass mobilisation and people's involvement in literacy in the true sense of the term.
- * Complete documentation on various aspects of Saksharta Abhiyan has been prepared. Illustratively, district-wise list of voluntary agencies involved in Saksharta Abhiyan and number of volunteers with each VA, map showing the area of operation, district-wise and taluka-wise allotment of JSNs under the Saksharta Abhiyan have already been prepared and kept ready for perusal by any visitor from outside.
- * One-third of the total number of blocks have already been covered by the Saksharta Abhiyan (60 out of 180) and 40 more blocks are proposed to be covered. A complete action plan for eradication of illiteracy in these blocks has been prepared.
- * Gujarat Vidyapeeth has taken the leadership for involvement of Rotary Clubs, Lion's Clubs JAYCEES, trade unions, cooperatives and other sections of the society in the Mission. There has been a spontaneous and enthusiastic response from the Dairy Cooperatives to work whole-heartedly for the cause of the Mission.
- * The Literacy Kit, Part I has been revised and a Literacy Kit, Part II has been brought out and both taken together with their 50 lessons, make a complete package of literacy, numeracy, functionality and awareness which are written in

simple Gujarati are full of pictures and illustrations which are relevant to Gujarat, contain a comprehensive volunteer's guide and self-directional learning guide which were not there earlier.

- * To prevent large number of neo-literates from relapse into illiteracy, the Gujarat Vidyapeeth has taken the initiative and responsibility for setting up to large number of JSNs through other VAs and the pace and progress of operationalisation of these JSNs appear to be satisfactory.

Mobilisation of other sections of the Society

Employers : In my last report I had suggested that a large number of industrial establishment in the field of chemical and fertilizers in Gujarat which have been doing quite well and which spend sizeable amount in advertisements for sale of their products every year could be involved in literacy promotion efforts. Illustratively, it was suggested that the representatives of NIRMA and RELIANCE which are doing extremely well and which have a sizeable advertisement budget could be invited for a dialogue at the level of the Education Minister and the Industry Minister for seeking their involvement in literacy.

Trade Unions : Together with a good industrial and commercial base, Gujarat has also a sizeable number of trade unions in the organised sector. Many of them, like—the Ahmedabad Textile Labour Association, have a very distinguished record of social service. The State Government should, therefore, appeal to all such trade union organisations for their whole-hearted support for and involvement in literacy.

Students : As against about 40,000 NSS students in the 10 universities of Gujarat, only 8000 have been involved so far. The Education Secretary as the Chairman of the Steering Committee should review the proposition and should try to secure involvement of more NSS students within the fold of MPFL.

Jails : There are in all 20 district jails but all of them have not yet started adult literacy activities. Only 11 AECs are running at present which is negligible. An action plan for eradication of illiteracy amongst all the illiterate jail convicts and undertrial prisoners in the jail has not yet been drawn up.

Government Employees : I tried to persuade the Education Secretary to initiate a move for involvement of government employees in NLM either by issue of an administrative order or by issue of an appeal from the Chief Minister/Education Minister. The Education Secretary, however, did not appear to be enthusiastic about the proposal. He was of the view that it was not workable as government employees do not attend to their normal day to day work properly and, therefore, involving them in literacy promotion effort could be an excuse for them for avoiding their normal schedule of work.

Rotary/Lion's Club, JAYCEES : The initiative taken by Gujarat Vidyapeeth for involvement of Lion's Club has already been indicated by me earlier. While I was at Veraval, I had the occasion to address

the Rotarians within the premises of Indian RRayson Ltd., to seek their goodwill and cooperation for literacy action. They had desired detailed guidelines to be given to them to enable them to proceed further and I have already sent these guidelines to the President of the Rotary Club on my return. Similarly, during my stay at Veraval I had also the occasion to meet IC Chandrakant Unadkat, Founder President, Veraval Silver JAYCEES and IC H.G.F. Vipin Sa'anghvi, State Vice President, 1988, Gujaraat State JAYCEES and discussed with them the modalities to secure the involvement of members of JAYCEES in the National Literacy Mission. They sought for detailed guidelines and these have been sent to them. AAs advised by them I have also addressed J. C. Purnima Kapadia, State President, Gujaraat State JAYCEES, Ankaleshwar and have also addressed JC Raphael D'Souza Secretary General, Indian Juniors Chamber, Vishal Bhawan, Nehru Place, New Delhi soliciting the involvement of JAYCEES in NLMM. It is hoped that the response from these quarters will be positive and encouraging.

Voluntary Agencies

During my review I have visited a couple of voluntary agencies and had found that they were doing their work with considerable sincerity and devotion. During 1988-89, NLMA has financially assisted in all 40 VAs for implementation of the Centre Based Programme of which 28 agencies were new and 12 were continuing from 1987-88. During 1989-90 request for continuation of the old projects have been received from 9 VAs out of which 5 are under process. In regard to the remaining agencies, they have been reminded telegraphically and otherwise but formal letters are yet to be received. An endeavour may be made by the Director, Adult Education, Gujarat to contact these agencies and to request them to submit their continuation proposals direct to the NLMA. Similarly, 28 agencies had submitted their applications for release of second instalment out of which all except 5 have been cleared. The 5 pending applications are also being cleared soon. During the current financial year again, advance copies of 35 applications from new voluntary agencies have been received. Due, however, to the uncertainty in availability of funds and the acute resource crunch confronting the National Literacy Mission Authority, none of these applications could be considered till date. This position has also been explained to the voluntary agencies informally. The pending applications will be considered when the funds position improves.

Field Visits

In course of my field visits to Veraval (Junagad district), I visited 3 JSNs at Sasangir, Maljiniavva and Gadu. I also reviewed the district level action plan for Junagad for complete eradication of illiteracy with the State Mission Director and DAEO and meet representatives of couple of NGOs like the Rotary Club & JAYCEE Veraval to solicit their involvement with NLMM. The following is a resume of the impressions emanating from these visits.

Jana Shikshan Nilayam

Plus Points

I. A portion of the primary school building has generally been made available for conducting the activities of JSN. At Gadu, it was found that a place of worship has been made available with its entry open to all sections of the society.

II. The head pandits of the primary school are taking keen interest in the activities of the JSN and making available articles which are otherwise meant for the school for the JSN.

III. A number of useful charts on various aspects of health and family welfare, maternity protection, growth monitoring of children, importance of small family norm, spacing, balanced diet, nutrition for pregnant mother, measures for protection and conservation of environment, preventive and curative measures for deadly killer diseases like T.B, Chera, Typhoid, malaria have been made available.

IV. At Gadu, it was observed that the JSN has been instrumental in harnessing the latent cultural energy and creativity in rural areas. It has helped in bringing together all sections of the village community and forging a strong link and unity among them (which was conspicuous by its absence prior to institutionalisation of JSN) through use of folk art, music and culture.

Minus Points

I. The Prerak's training does not appear to have been conducted properly. The Preraks themselves are unable to present a fair account of the training and the impact of such training in imparting life skills and communication skills to the functionaries.

II. There is no signboard indicating that a JSN has been set up at a particular location. There is no board indicating the objectives and activities of JSN. There is no indication about the Calendar of activities of the JSN on different days in a week. In the absence of this, the members of the village community cannot easily know the details of different activities scheduled for different days in a week.

III. The attendance at the JSN ranges between 25 to 30. Although every JSN is required to cater to the educational, cultural and recreational need of 5000 people of about 4 to 5 villages in the periphery, attendance at all the JSNs visited is confined only to the people of the village where the JSN has been located. Attendance of people of other feder villages is conspicuous by its absence. Besides there is no participation of women. It was pointed out that the timing of JSN (7 P.M. to 10 P.M.) is not very convenient to the attendance and participation of women in the activities of JSNs at night.

IV. Except books most of other materials, namely—games and sports, musical instruments have not yet been purchased. While it was pointed out by the Director, DAF that there is no provision for musical instruments (this does not appear to be actually correct as a provision has been kept in the

JSN budget for recreational activities) the DAEO observed that they have not been able to provide a bicycle within the approved ceiling of Rs. 700/-. In the absence of a bicycle, the Prerak has not been able to distribute books to the neo-literates of the mairas well as the feeder villages.

V. While books are being issued in good number the reaction of the neo-literates to the content of these books is not known. The Prerak has not tried to ascertain such reaction, to what extent the neo-literates stand to benefit by the books and what further improvement needs to be introduced in the content and character of the books.

V. The charts are oriented mostly to topics of health and family welfare. We need to procure and display many more charts on agriculture, animal husbandry, veterinary, soil conservation, forest, fisheries, protection and conservation of environment, national integration, women's equality etc.

VI. The involvement of development functionaries at the village and Panchayat level in the activities of JSN has been conspicuous by its absence. The Preraks do not know how many functionaries live and work at the village and Panchayat level and in what manner they can be involved in the work of JSN. They have never approached such functionaries and persuaded them to come to the JSN to spend some time with the participants therein.

VII. It is primarily on account of the above reason that many activities of JSN (which have been provided for in the JSN document) are conspicuous by their absence. These are (a) Charcha Mandal (b) Simple and short duration training (c) Collection storage and dissemination of information pertaining to development. Even 2 basic activities of the JSN, namely—evening classes for upgradation of skill acquired at the basic literacy stage and a reading room with newspapers, periodicals etc. for the neo-literates are nowhere in sight.

Visit to JSNs of Junagad district give the impression that (a) there is no realisation that JSN is an institution meant for the entire village community (b) this is also an institution meant to be a centre of learning, centre of information and centre of training and (c) the activities in a JSN cannot be the contribution of one person but that of a collective group and that for initiating such activities, the Prerak will have to take lot of initiative, approach a number of functionaries and persuade them to participate in the activities of the JSN. The second important drawback is that most of the Preraks of JSN in the district are men which is contrary to the instructions that 50% of them should be women. The existing arrangement (which is male dominated) does not ensure efficient participation of women in the activities of JSN. The third deficiency in management of JSN is that the Prerak does not have any facility of exposure to the developments in the feeder villages as he continues to be a Prerak and has no supervisory role of AECs. It was given to understand that consequent on a decision of Gujarat High

Courts, the old supervisors (of RFLP and SAEP) have been allowed to continue and are discharging the supervisory functions. Consequently, the Preraks are left with a limited function of managing the JSNs and do not have any contact with the AECs, the instructors and the neo-literates of the feeder villages. This is an unsatisfactory state of affairs and the sooner the Preraks are entrusted with the dual functions of organiser of JSN activities as well as Supervisor, the better for the success of the Mission as a whole.

During the last review the pace and progress of operationalisation of JSN was found to be quite slow. This was largely on account of an indecision on the part of the State Government as to whether they should operationalise the JSNs through Panchayats or should allot the JSNs to Gujarat Vidyapeeth for the Saksharata Abhiyan areas. In this process more than Rs. 2 crores remained locked up with the Consolidated Fund of the State for nearly a year. Eventually the decision was taken and funds were transferred in February, 1989 to Panchayats for operationalisation of JSN. Between February 1989 and now, 1450 JSNs have been opened in 16 districts (including 65 JSNs in the border area development programme) although in view of the observations made earlier, it cannot be said that they have been made fully operational. More than 1500 JSNs are yet to be opened and made operational. This is a matter of great concern and Education Secretary was requested to take a complete stock of the developments (leading to such inordinate delay of operationalisation of JSN) at his level and have all the constraints and bottlenecks removed to ensure that this happens at a much faster pace.

Even though a decision has been taken to make three JSNs operational through Panchayats, a lot remains to be done to bring about a proper orientation and training of Panchayat functionaries so that they develop the right attitude towards proper running of JSNs as a community institution. Secondly, Panchayats need to be fully involved in the management of JSNs and should make available various facilities and amenities (like a colour television set, musical instruments, more reading materials like books, journals, newspapers, more well-illustrated charts etc.) as has been done in Madhya Pradesh. The Panchayats should make available a portion of their building for location of JSN. Thirdly whenever funds are being routed through Panchayats for setting up of JSNs, it must be ensured that sanctions are promptly issued for purchase of the required materials of good quality. Fourthly, the location of JSNs may be decided on 2 important considerations, namely—(a) Preference may given to Saksharata Abhiyan villages (b) Whenever a village happens to be the location of a sub-centre of a PHC (which has the same criterion as that of a JSN), the same could also be appropriately selected as the location of JSN.

Action Plan for complete eradication of illiteracy in Junagad District :

This is one of the largest districts of Gujarat in terms of area, population, number of villages and

o other institutions. According to 1981 Census, some of the basic data pertaining to this district are :

Number of Taluks	15
Number of Villages	1148
Total population	21 lakhs
Rate of Literacy	41.63
No. of illiterates	12.26 lakhs
No. of adult illiterates	4.76 lakhs
% of families where not a single literate person was found during the Census	21.73
No. of adult illiterates as on 1-4-89 according to a statistical and trend analysis	4.26 lakhs

The review indicated that as on date there is one RFLP (300 AECs), one SAEF (200 AECs) and one VA (Nehru Yuva Kendra Sangathan) (100 AECs). Thus in all, there are 600 AECs partially covering 5 out of 15 Talukas, namely—(a) Mangrol (b) Malinja (c) Manavadar (d) Bheson (e) Visavvadaar.

The following institutions are in existence in the district which could be involved in the literacy programme :

Amganwadi/Balwadi	471
Primary Schools	1207
Secondary School	247
Higher Secondary School	60
College	21
Teachers' Training Institutes	05
Universities	01
Technical Institutions	01
Vocational Training Institutions	04

Additionally, the district has a network of co-operative societies namely :

1. District Cooperative Bank	444
2. Primary Non agricultural Credit Societies	11336
3. Primary Agricultural Credit Societies	5119
4. Milk Cooperatives	11226
5. Housing Cooperatives	3775
6. Farming Cooperatives	225
7. Sugar Cooperatives	002
8. Fisheries Cooperatives	159
9. Other Cooperatives	3313

Total	15559
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There are a large number of nongovernmental organisations, such as—Rotary Club, Lion's Club, JAYCEES, industrial and commercial establishments. The Somnath Trust has a sizeable corpus, a part of which could be fruitfully deployed for imparting literacy to those pilgrims who visit this ancient temple in thousands and yet who on account of illiteracy do not have access to all that is said about the temple through books and inscriptions on the walls which they are otherwise interested to know. This could be a major philanthropic activity for the temple trust.

Instead of assigning any specific role for these institutions and instead of going in for a mass mobilisation of teachers, students, non-student youth, women, literate employees of banks, cooperative and insurance, the DAEO, Junagad in the district level action plan for complete eradication of illiteracy is only asking for 46 additional projects on the enterprise-based model, the details of which are given below :—

1990-91 to 1994-95	15 addl. IFLP (450 AECs)
1990-91 to 1994-95	17 addl. SAEF (3400 AECs)
1990-91 to 1994-95	14 addl. Project (4200 AECs)

Junagad has 4,76,935 adult illiterate as on 1-4-88 out of which according to the assessment made by the DAEO, 1,09,744 persons have been enrolled during the last 10 years under RFLP, SAEF etc. Assuming that 50% of them would have been made literate (the rate at which illiterate adult are being made literate ranges between 50% to 60%), the number of persons left to be made literate would be of the order of 4.26 lakh persons. The action plan envisages 4.37 lakh persons to be made literate between 1990-91 to 1994-95.

Barring 39,400 persons who are projected to be covered under MPFL (the detailed break-up between student, non-student youth and other volunteers has not been worked out), the entire action plan is based on the expectation that additional number of 46 projects would be made available by Government to make it a reality. This is an unrealistic expectation which is most unlikely to materialise and, therefore, it is appropriate that the action plan be reconstituted to give it a mass or societal orientation.

The plan mentions an additional requirement of 269 JSN (over and above 145 JSNs which have already been sanctioned for the district) for meeting the requirement of post literacy and continuing education but does not speak of the following

- * environment building
- * training
- * requirement of techno-pedagogic inputs (including audio-visual materials).

An action plan to be operational over a period of 5 years is essentially a projection and much of its reliability or credibility would depend on the accuracy

racy and objectivity with which informations are collected from a particular source. Discussion with DAE in the presence of the Director, Adult Education indicated that the entire monitoring process has been oriented to enrolment and not actual number of persons made literate. Consequently, the functionaries of the programme have also been used to the culture of enrolment of learners and not in terms of the number of persons made literate. Even the number of persons enrolled is mechanically calculated at the rate of 20 or 30 persons per AEC which is highly impracticable.

Additionally over the years, no compact and contiguous area approach was followed. The programme was implemented by fits and starts. The net result is that out of 251 villages spread over in 5 taluk covered by the RFLP, only 2 villages are claimed to be made fully literate with a total investment of Rs. 2 crores in a 10 year period.

Summary of conclusions and recommendations

1. The State Literacy Mission Authority duly empowered to take all executive decisions should be constituted without any further delay.
2. The State Literacy Mission Director should be vested with adequate administrative and financial powers to enable him to do full justice to his assignment. He should not be required to look up to any other head of department for transfer and posting of personnel to the Mission.
3. The incumbents against all the 31 posts in the office of State Mission Director should be in position as early as possible as a part of overall scheme of strengthening of the Directorate.
4. The State Mission Director should distribute the 20 districts of Gujarat amongst the existing officers of the Directorate and make each one of them fully accountable for implementation of the Mission for one or more than one district as the case may be.
5. The special selection procedure adopted by the Government of Rajasthan may be considered by the Government of Gujarat and a final decision taken.
6. In regard to those officers and staff whose conduct is open and above board and whose performance has been found to be fully satisfactory, continuity in their tenure may be assured. In case a transfer becomes absolutely unavoidable on administrative exigencies, the State Literacy Mission Director should be consulted and the transfer effected only with his concurrence.
7. The field offices are badly in need of direction, supervision and control. The forms of inspection should be so designed and inspection so conducted as would instil this sense of direction and confidence into the minds of the field functionaries and would also help them in viewing the problems of adult education in their correct perspective. This should require a complete reorientation in the strategy of inspections which are being conducted at present in a routinised and mechanical manner.
8. In order that the functionaries of Panchayats at all levels are fully involved in the Mission, suitable programmes for their orientation and change of outlook may be organised. The Education Secretary and the State Mission Director may take the initiative in this regard and may arrange programmes in consultation with Secretary Panchayati Raj.
9. A serious view needs to be taken now in respect of those Panchayats to whom funds have been transferred by the State Government through the State Literacy Mission Director and who have not yet utilised these funds either for purchase of teaching learning materials or for payment of honorarium, causing in the process total demoralisation in the field. The matter needs to be taken up at the level of Education Minister and Secretary in consultation with the Panchayati Raj Minister and the Secretary. Suitable directions may also be issued to Presidents of district Panchayats to ensure prompt and proper utilisation of the funds placed at the disposal of the Panchayats.
10. It is necessary through orientation and training workshops to inject the culture of complete eradication of illiteracy into the minds of project functionaries of RFLP and SAEP in the field. This is extremely important and urgent as functionaries continue to speak in terms of enrolment even now i.e. one year after launching of National Literacy Mission.
11. Mobility of the field functionaries has suffered to a very large extent due to absence of vehicles at the disposal of POs of 15 RFLPs and 29 SAEPs. The State Government should explore the possibility of providing jeeps for these projects. In case, due to financial constraints it is not possible to provide vehicles, alternative arrangement to pool the vehicles of other departments may be made. Alternatively, the State Government may also consider to sanction atleast two motor cycles for each project for better mobility.
12. It is necessary to introduce a much more stringent monitoring through regular inspection and supervision of the performance of the projects and by way of cross validation of the claims which are made by the project functionaries from time to time. In case it is found that more than 50% of the claims made by the functionaries are not borne on facts, stringent action may be taken against such functionaries.

13. Out of 180 blocks in Gujarat, 60 blocks are already covered by the Gujarat Vidyapeeth under Saksharta Abhiyan and 40 blocks are proposed to be covered by them shortly. In regard to remaining 80 blocks, the following alternative strategy may be adopted :
- * The entire amount earmarked for RFLP and SAEP may be invested under Saksharta Abhiyan which is less expensive, more time bound and more result orientated.
 - * This should necessitate restructuring of the administrative structure by way of retention of those projects which are delivering good results and to wound up those projects which have failed to produce the desired results over the years.
14. The thrust of the new approach should be a complete action plan for eradication of illiteracy in a specific area and in a time-bound manner where we have the infrastructure, requisite human resources and where we are reasonably sure of the results. A memorandum of understanding may be signed between the Central Government, and the State Government to this effect.
15. Gujarat Vidyapeeth may provide leadership and direction to all the Non-governmental organisations in the State, such as—Rotary Clubs, Lion's Clubs, JAYCEES, Mahila Mandals etc. and initiate a mobilisation effort with a view to bringing them within the fold of literacy Mission. The Vidyapeeth which is also the State Resource Centre for Gujarat State should plan with reasonable accuracy the total requirement of Literacy Kits for mass mobilisation and campaign in the whole State and should indent the requirement of funds for this purpose so that the Kits are ready well in time.
16. Although Gujarat was sanctioned the largest number of JSNs (nearly 3000 including JSNs sanctioned under the Border Area Development Programme and Gujarat Vidyapeeth), only 1450 JSN have been operationalised by the Government of Gujarat and 500 by Gujarat Vidyapeeth and the remaining are yet to be made operational. The Education Secretary may take stock of the entire JSN operationalisation and give necessary direction to all concerned.
17. Despite issue of number of circular letters, instructions and guidelines, integration of adult education with other development programmes has not yet taken place. Such an integration could start promptly with the involvement of development functionaries at the village and Panchayat level and Panchayat Samiti level with the JSN where they could impart simple and short duration training programme, participate in Carcha Mandals and provide development materials and information relevant to the day to day needs of the learners. To start with, a comprehensive circular letter containing detailed instruction may be issued by the Chief Secretary to all the Secretaries of development departments, like Animal Husbandry, Agriculture, fisheries, forest health and family welfare followed by organisation of series of orientation workshops to bring about an attitudinal change in the development functionaries so vital for the functioning of any grassroot level institution.
18. Although Gujarat offers tremendous scope for involvement of employers and trade unions in the Mission, their involvement has remained lukewarm so far. Initiative may be taken by the State Education Department for this purpose and dialogue with the employes and trade unions may be arranged at the level of Minister of Education, Minister of Industries and Minister of Labour which will provide the much needed fillip in this direction. While the trade unions may be persuaded to run a volunteer based literacy programme, employers may be requested to identify literate employees in their respective industrial and commercial establishments and engage them for imparting literacy both at the factory premises as well as in the colony of the workers.
19. The State Government may start similar dialogue with the banks, cooperatives and financing institutions to secure their total involvement in the Mission. The bank, cooperatives and financing institutions may identify their literate employees in their respective establishments and mobilise them for imparting literacy to their illiterate employees customers and members for a wide coverage and better results.

TOUR IMPRESSIONS ON VISIT TO GUJARAT FOR REVIEW OF THE PACE AND PROGRESS OF IMPLEMENTATION OF NATIONAL LITERACY MISSION

(26-4-90)

I had reviewed the pace and progress of implementation of NLM in Gujarat first from 9th to 11th March, 1989 and then from 21st to 24th July, 1989. Both the review reports have already been sent to the State Government and all others concerned for necessary action. I was invited to attend a meeting of the State level Screening Committee under the chairmanship of Additional Chief Secretary and Secretary, Education on Voluntary Agencies to scrutinise the applications received from VAs and to identify genuinely good and reliable VAs or NLM. Accordingly, I attended the meeting on 20-4-90 and availed of the opportunity of reviewing the pace and progress of implementation of NLM in the short time at my disposal in the office of Director, Adult Education, Gujarat on that day. The review in the office was also followed up by couple of field visits (in all, I visited 4 JSNs and 2 AECs in Gandhinagar and Mehsana districts) from late hours of 26th till early hours of 27th morning. The general impressions emanating out of this review followed by the field visits are indicated below :

Administrative Infrastructure

The State Literacy Mission Authority has not yet been constituted. This was discussed with the Additional Chief Secretary and Secretary, Education in course of which it was envisaged that constitution of such a State level body was absolutely essential on account of the following reasons :

- The State level body will be able to take a close track of the developments taking place in the Mission and particularly on the ground.
- It will be able to identify various bottlenecks and infirmities inhibiting the pace and progress of the Mission.
- It will be able to issue necessary direction and guideline, in improving the pace and quality of implementation.
- It would also provide a forum for free and frank discussion between government and NGOs and would also ensure the culture of openness and accountability in the work of the Mission.

The Additional Chief Secretary and Secretary (Education) assured me that he would look into the matter personally and would take steps for constitution of the State level body as early as possible.

Strengthening the Administration of Adult Education at the State and district level

Gujarat is a 'B' category State under the Central Plan Scheme of "Strengthening the Administration of

Adult Education at the State and District Level" and is entitled to 31 posts in different categories. Of this, 14 posts were sanctioned at the time of my last review and the State Government have now sanctioned all the additional 17 posts. On account of this the staff in position appears to be marginally better than what it was at the time of last review. However, the Director, AE, and the State Literacy Mission Director continues to be inhibited on account of the following deficiencies :

- A large number of posts are still lying vacant. These are :
 - Accounts Officer —1
 - Office Superintendent —1
 - Ministerial officers, Stenographers and others —5
- Although the Director, Adult Education has been notified as the State Literacy Mission Director and also the Head of the Department like his counterpart in Maharashtra all powers for selection and appointment to the posts from Class II down below to Peons rests with the Director, Higher Education. The Director, therefore, feels inhibited and helpless in recruiting staff of requisite calibre and competence.
- There is no change as far as the office accommodation is concerned. This continues to be as small and congested as before. There are no facilities available either for holding conferences pertaining to adult education or for holding monthly meetings with DAEOs, POs and other supervisory personnel.
- Very often officers of the rank of DAEOs who have a good track record of service and who have made valuable contribution to the work of the Mission are being transferred by the State Government without taking the Director, Adult Education into confidence. This gives rise to a vacuum much to the detriment of the Mission.

Office Management

Notwithstanding the severe limitations of staff and inadequacy of powers and authority, the Director, Adult Education has made a sincere effort to allocate duties and responsibilities amongst the available officers after creation of new posts. Since there are 3 Deputy Directors, he has distributed items of work per-

training to—general administration, monitoring & evaluation and post literacy & continuing education amongst them. He has also issued a formal order assigning responsibility of one or more districts to the 3 Deputy Directors and 4 Assistant Directors for the purpose of inspection, supervision and control.

Inspection

Out of 20 posts, 2 posts of DAEOs, namely—Rajkot and Banaskantha are lying vacant. The remaining 188 districts have been inspected with the limited officers available at the headquarters during 1989-90. All inspection reports have been issued after their thorough scrutiny by the Director, AE and after communicating deficiencies to all concerned. The following are the general observations emanating from these inspection reports :

General Observations

- — Not a single DRU operational.
- — Training of Preraks has suffered due to preoccupations of Gujarat Vidyapeeth with Literacy Campaign.
- — Proper training at the right time not given.
- — JSN materials and furniture not supplied.
- — DAEOs do not have vehicles—only 3 districts have been allotted vehicles.
- — Size of the districts is large and number of Posts lying vacant and both together have adversely affected mobility and effective supervision on the post of DAEOs.
- — Attendance in AECs ranges between 15 to 20. Attendance is irregular due to seasonal work and migration.
- — There is no evidence of community support to the AE programme. Day to day problems keep people busy. Literacy is not a priority item.
- — There is no proper coordination between the DAEO, PO and Supervisor.

Evaluation of Learning Outcome

	Total No. of AECs	No. enrolled	No. made literate
1988-89	15774	476332	260084
1989-90	16696	495000	not yet available

(The increase is due to increase in number of AECs in border areas).

- — Guidelines have been issued first in 1985 and later after introduction of NLM norms.
- — 3 tests are being conducted at an interval of every 4 months.
- — First 2 tests partly oral and partly written.
- — Tests conducted by the organiser in presence of the supervisor.

Components of tests

- — Literacy and numeracy.

- — Social Awareness.
- — Recognition of objects and writing the names of objects.
- — Writing the missing word out of a panel of 3 words.
- — Questions pertaining to social awareness.
- — Rewriting sentences.
- — Selecting the right sentence out of a pair of sentences and ability to write the sentences correctly.
- — Arithmetic—addition and subtraction.

Deficiencies in evaluation of learning outcome

- — SRC has not prepared guidelines on evaluation of learning outcome in the light of objectives of NLM.
- — No norms applied either in setting up of the question paper or in conducting the actual test.
- — Ability to read with comprehension not being tested at all.
- — Numeracy tests are not functional.
- — Evaluation of learning outcome at the end of the 4th month and 8th month are not recorded they are conducted on the blackboard.
- — No grading has been laid down—'all those who get above 35 are declared successful'.
- — The Director, Adult Education is not very sure as to whether the answer sheets are kept, and if so in which place; nor is his Deputy Director (Monitoring).
- — He is also not sure if any performance sheet has been cross checked or verified on a sample basis and if so with what results.
- — The village community is not involved in the process of evaluation of learning outcome (not even the primary school teachers).
- — Director (Adult Education) is of the view that :
- — Reporting on evaluation of learning outcome is neither upto date nor accurate and authentic.
- — No scope for supervision and crosscheck as there is no vehicle and shortage of staff
- — Previously no tests were conducted and no certificates were disbursed. There was no accountability. It is only after NLM that some efforts have been made and some guidelines have been issued.
- — Gujarat Vidyapeeth should have involved itself more actively in designing the question paper, conducting the test and reporting.
- — NLM norms are difficult and are incapable of being complied with under very difficult conditions in which the instructors as well as learner are placed.

Management Information System

Channels of monitoring :

- Instructor to Supervisor—Monthly.
- Supervisor to the APO/PO—Monthly with copy to DAE.
- APO to the DAEO—Monthly with copy to DAE.
- DAEO to Directorate—Monthly & Quarterly.
- Directorate to GOI—Quarterly.

Deficiencies of the System

- Reports are manual, and statistics oriented.
- No received in time.
- No specific suggestions are recorded.
- The reports are not analysed and hardly any follow up action is taken.
- The Director, Adult Education and his Deputy Director (Monitoring) talk at cross purposes. They are not sure as to whether the reports from the DAEO to the DAE is monthly or quarterly.

Specific Suggestions

The whole reporting system appears to be mechanical stereotyped and repetitive. There is no need for putting all the eggs into one basket. There is also no need for the supervisor and APO sending a copy of the monthly report to the Directorate. A report should be sent to and maintained at a particular level only where it can be used. They should at best send a copy of their reports to the DAEO. Certain items of information could be reported initially. These are location of the AEC, selection and training of the instructor, timely supply of teaching learning materials. Certain developments could be reported on a monthly basis such as attendance and the pace and progress of learning from month to month. Certain other aspects of the programme such as involvement of the village community, involvement of the representatives of the development departments in the programme i.e. their visit to AECs and JSNs and participation in the programme, evaluation of learning outcome could be reported on a quarterly basis. Whatever reports are received should be analysed and the deficiencies in the reporting system and in the content of the report should be communicated to all concerned.

Future plans for complete eradication of illiteracy

Action Plans for 1988-89 and 1989-90 have been prepared in accordance with the guidelines issued by the Government of India. The plans have been prepared with a projection of 66.45 lakh illiterate adults by 1991. The entire action plan is predominantly centred and has projected requirement of 2,21,520 additional centres. Similar plans have been formulated for all the 20 districts.

Deficiencies in the entire planning and implementation process

- There is not a single map either at the headquarters of the Directorate of Adult Education or at

the district level indicating the precise location of RFLP, SAEP, NYKs, VAs etc. the area which is covered and the uncovered areas in different talukas.

- There are 184 talukas in Gujarat and about 1000 Projects of varying sizes (24 RFLP, 26 SAEP and 43 NYKs). One project is spread over 1 to 3 talukas although no compact and contiguous area approach for complete eradication of illiteracy has been followed. Certain projects are mechanically continuing in a particular area without achieving the desired object. The area is scattered and fragmented. This has made the task of supervision and achievement of results extremely difficult.
- The existing *Panchayatiraj* system is more interested in providing employment to the class conductors than in adopting a compact and contiguous area approach and in achieving the desired results in terms of the objectives of NLM.
- The project officers of RFLP and SAEP have no control over financial allocation or its utilisation. The funds are kept in the personal ledger account of the District Development Officer.
- There is often avoidable delay in release of funds and delay in procurement and supply of teaching learning materials by the Panchayats to the AECs.

The Director, AE indicated that he has issued detailed instructions to all DAEOs and POs to the effect that project should not be allowed to shift to a new area unless the existing area (of operation) has been made fully literate. These instructions, however, are yet to be implemented. A silver lining in the entire planning and implementation process is adoption of an incentive scheme. A village in Gujarat which is made fully literate is awarded a cash prize of Rs. 5000.000 to Rs. 50,000.00 depending on the population of the village. The cash prize is given to the village Panchayat and is utilised for providing TV and other audio-visual and print materials for the neoliterates of that village.

Voluntary Agencies

Year	No. of projects Sanctioned to VAs	No. of AECs Operational
1988-89	48	3000
1989-90	43	2800

Copies of the sanction orders have been received by the Directorate. Copies of renewal orders for 33 VAs have also been received. The application submitted by all VAs are based on area approach but the Director, AE could not confirm if all the VAs after sanction are adhering to the area shown in the application.

Process of Scrutiny

The following checklist of points is being adopted for scrutiny of applications :

- Year of registration.
- Bank balance.

- Previous experience in AE & NFE.
- How were the centres (AE & NFE) run in previous years?
- What are the other Non AE and Non NFE activities?
- Suitability of the area to be selected from the point of past and present coverage and operational convenience of the Voluntary Agency.

The report of the DAEO and personal knowledge of the Director, Adult Education are the guiding factors for adjudging the suitability of an agency. That these are not adequate for determining the antecedent, background and suitability of the VAs was evident from the fact that out of nearly 100 applications of VAs pending with the Govt. of Gujarat and taken up for indepth scrutiny by the Screening Committee set up recently by the State Government under the chairmanship of Additional Chief Secretary and Secretary, Education hardly 30-35 could qualify to come under the category of very good and reliable agencies and their cases were recommended to Government of India for sanction.

Sy System of ensuring accountability of VAs

The Director, Adult Education indicated that detailed guidelines have been issued by the DAE to the DAEOs and a proforma of inspection by the DAEOs has also been prescribed. The DAEOs are conducting such inspections occasionally and 33 reports of inspection have been received. These reports have revealed the following plus points :

- People's enthusiasm has been generated to a very large extent in areas where VAs have been assigned projects.
- The process of selection of functionaries and their training in both content and quality has been found to be much better. They have not been encumbered by the vested interests of the *Panchayatiraj* system.
- Resource persons for imparting training have been taken from both Govt. and NGOs.
- The teaching learning materials have been procured from the SRC and have been supplied in time.
- Adequate preparations are made before starting the AECs.
- Average attendance has been found to be much better than RELP and SAEP centres.
- Guidelines for evaluation of learning outcome are being strictly observed.

The Director, AE indicated that on account of these positive factors, out of 94,843 learners who were enrolled in 3000 AECs in 1988-89, 75,191 learners are reported to have been made literate. The Director, AE could not, however, confirm if the performance of the VAs in terms of the number of persons actually made literate has been subjected to any cross verification on a sample basis. He observed that generally the VAs do not welcome the idea of Govt. functionaries inspecting their AECs or JSNs.

While the performance of the VAs in respect of implementation of the centre based programme appears to be encouraging, not so encouraging is the performance of VAs in respect of Jan Shiksha Nilayams. The Director, AE indicated that though physically it has not been possible to inspect the performance of many VAs in regard to management of JSNs, the following deficiencies have been generally reported :

- JSN buildings are not of good quality
- Facilities of lighting and ventilation are not adequate.
- No bicycles have been purchased and supplied to the Preraks (the ceiling limit of Rs. 700 per bicycle was reported to be too low).
- Very few books have been procured for the JSN library and they are reported to be of not good quality. (These are more for highly literate persons than for neo-literates)
- No games and sports material have been supplied.
- Honorarium of Preraks are not being disbursed.

Jana Shiksha Nilayams of the State Government

The Director, Adult Education indicated that 2,295 JSNs have sanctioned in favour of State Government and all of them have been made operational in the following manner :

- Most of the JSNs have been located in primary school buildings. Not a single JSN is located in any private residence
- The location of the JSN is invariably central except in few cases where it is located in a dairy cooperative building or a *dharmasala* (Which may be located at an extreme corner of the village).
- Most of the villages of Gujarat have been electrified. Petromax lights have been supplied only to such JSNs where they are not so electrified.
- A wooden board indicating the name of the village where the JSN is located and timing of JSN (4 p.m. to 6 p.m.) has been fixed.
- Attendance register, stock register of articles and Prerak's diary have been maintained.
- Preraks are being selected through a selection committee at the district level headed by the DDO with DAEO, PO and DPIO (District Primary Education Officer) as members.
- Most of the Preraks are SSLC passed.
- A formal appointment order has been issued in respect of all Preraks.
- Preservice training 15 days' duration has been imparted to all Preraks after selection.

Deficiencies

The following deficiencies in management of JSNs came out in course of review :

- About 61 posts of Preraks are vacant. It is, therefore, not clear as to how all JSNs have been made operational.
- Break up of Preraks between male and female SC and ST is not available. It was, however stated that most of the Preraks are men. This is contrary to the guidelines issued by the NLMA that at least 50% of the Preraks should be women. It was clarified that adequate number of women with SSLC qualification are not available for appointment as Preraks. Besides they are handicapped in covering the feeder villages by bicycle.
- The SRC is expected to design the training curriculum and conduct training programmes for the Preraks. In Gujarat, the SRC has prepared the training curriculum but actual training has been imparted by the PO with the help of other project staff.
- The training has to be residential: In Gujarat it has been mostly non-residential.
- Inservice training is yet to be imparted.
- According to the existing guidelines issued by the NLMA a committee is to be constituted for selection of books for the neo-literates to be supplied to the JSN library. In Gujarat, the SRC was reported to have not designed a single title for the neo-literates; nor did it respond to the Director's d.o. letter to constitute a selection committee. In view of these limitations, the Director, AE has selected the materials from the following sources :
 - Textbook Board (made responsible for designing, publishing and distributing the titles).
 - Awardee Books (books selected through national level competition organised by Directorate of Adult Education, Govt. of India).
 - National Book Trust.
 - Kanjeebhai Desai Trust, Surat.
 - Gijubhai books.

Although in the circumstances explained by the Director, AE there is no better alternative, this is a restrictive approach and hand picking agencies (for designing production and distribution), howsoever established and reputed, is likely to invite avoidable public criticism. The selection procedure, therefore, needs to be made rationalised by constitution of a selection committee.

- Funds for purchase of books have been placed at the disposal of the District Panchayat. No report confirming the number of books and

the copies (thereof) purchased and supplied has so far been received from the District Panchayat. The Director, AE indicated that according to his information 200 titles on an average per JSN with 5 copies each have been procured and supplied. This needs to be confirmed.

- Titles corresponding to the following description have been supplied to the JSN library :
 - Population explosion.
 - Birds and animals.
 - Temples and religious places of India.
 - Vitamins.
 - Various types of nests built by birds.
 - Trees-our friend.
 - Antiquated customs.
 - Tour of Gujarat.
 - Agriculture-role of fertilizer.
 - Longlife and health.
 - Rural welfare schemes.
 - How to make a happy family?
 - Child diseases.
 - Solar energy.

A cursory review of the structure and content of some of these titles revealed the following deficiencies :

- They have long sentences and difficult words which make the tile unreadable and unintelligible.
- Their print and illustrations not very attractive.
- The tiles do not conform to several themes; such as : biography, autobiography, humour, fiction, struggle for freedom, poetry etc..
- The guidelines indicated in 'Books for Post-Literacy' are not followed to a large extent.

Other activities of JSNs

Charchamandals-non existent. Simple and short duration training programme-non existent. Recreational and cultural activities-prevalent to some extent.

Integration with other development department and their functionaries :

List of all JSNs for the whole state has been handed over to Secretary, Health & Family Welfare, Agriculture & Animal Husbandry etc. District level Coordination Committees under chairmanship of the District Development Officer have been formed to bring about a proper coordination between the JSNs and the development departments. These committees have, however, not been functional. Similarly development functionaries have been addressed from time to time but without any effect. JSNs continue to exist and function in isolation.

Involvement of Banks, cooperatives, financing institutions, employers, trade unions, prison management and staff, ex-servicemen etc.

Banks : Copies of letters of appeal followed by detailed guidelines and the example set by State Bank of India, Bhopal; Allahabad Bank, Canara Bank, Syndicate Bank and UCO Bank have been circulated to all State Governments/UTs but have drawn a blank as far as Gujarat is concerned. The Secretary, Institutional Finance should be immediately approached by the Director, AE both personally as also through the Additional Chief Secretary and Secretary, Education to have State and district level meetings with representatives of nationalised banks. Such meetings would help formulation of detailed action plans involving identification of literate employees of the banks who are willing to work as volunteers, identifying illiterate customers of the bank in a specific area (which is not covered by any other programme), forging a link between the two procuring teaching learning materials and taking up the programme (of imparting literacy). The Director, AIE should take the initiative in this without further delay.

Cooperatives : Director, AE has taken the initiative to move the Registrar, Cooperatives to take up imparting literacy through literate employees of co-operative societies and cooperative banks. The RCS has written to the District Registrars to accelerate this process.

Factories & industrial establishments : Although a specific observation was made in the earlier review reports to this effect, no tangible results have yet been achieved. The Director, AE should, therefore, write to the Federation of Chamber of Commerce and Industry and invite them for a discussion. He should initiate a similar dialogue with major trade unions in and around Ahmedabad and other industrial centres (Rajkot, Surat, Veraval etc.). The modalities of involving literate employees (both at the shop floor and supervisory level) to impart literacy to illiterate workers (all categories such as regular, contract, casual etc.) could be worked out. The help of Labour, Employment and Industries Departments should be taken to carry such an initiative to its logical conclusion.

Railway Board : About 100 literate railway employees from Rajkot, Junagadh, Jamnagar and Valsad are imparting literacy on a voluntary basis. The teaching learning materials have been supplied by the SRC. This is over and above the centre based programme being implemented through the Board.

Prison management & Staff : It is unfortunate that fewer 2 years after launching of the Mission no action has been drawn up by the I. G. Prisons for involvement of Prison management and staff. Additional Chief Secretary and Home Secretary—Shri Bhalakrishan who was formerly Additional Chief Secretary and Secretary, Education has been moved in this direction. This needs to be followed up at the level of present Additional Chief Secretary and Secretary, Education.

Government Employees : The Chief Secretary has already requested all Secretaries, Heads of Departments and Collectors to draw up programmes for making all illiterate employees working under them literate on a voluntary basis during the International Literacy Year. The response to this, however, in shape of concrete action plans is yet to be made known. The Director, Adult Education should vigorously pursue this with all Secretaries to Govt., all Heads of Departments and all Collectors at his level so that concrete action plans are got ready and made operational as early as possible.

Lions Club, Rotary Club & JAYCEES : In pursuance of the letter of Education Secretary, Govt. of India, Presidents of Rotary & Lions Clubs have been contacted and 62 such clubs are already involved in the mass campaign for literacy. They have supplied slates, pencils, lead pencils, note books to both earners and neo-literates at Ambajee, Kanirej, Basankantha, Sabarmati and Ahmedabad city. A system needs to be designed through which we can be assured of a regular feedback from all such agencies working on a voluntary basis.

The Indian Junior Chamber (JAYCEES) in their national conference held at Ahmedabad from 26th to 28th April, 1990 resolved to mobilise and involve their members all over the country as volunteers to work for literacy. From the side of NLMA we have since addressed all SRCs to provide necessary support and help to the Indian Junior Chamber in this noble endeavour.

Students of Secondary & Senior Secondary Schools : There are 2000 such schools with about 2 lakh students from Class IX upwards. Although the President of the Board of Secondary Education—Shri Govardhanbhai was present in the 2-day conference of Chairpersons of all Boards of Secondary Education in India (as a matter of fact he presided over the Conference) held at NCERT campus on 1st and 2nd December, 1989 where a decision for involvement of all students from Class IX onwards of secondary & senior secondary schools was taken the Board of Secondary Education, Gujarat is yet to formally adopt it by passing a Resolution. However, without waiting for this, meetings of Principals of Secondary & Senior Secondary Schools have been held at the State and district level, model action plans (with thrust on area approach) have been formulated and detailed guidelines have been issued. About 2 lakh students of these schools are expected to participate in the work of the Mission on a voluntary basis during the ensuing summer vacation. The Headmasters' Association of Gujarat has also passed a Resolution in March, 1990 to work actively for NLM.

Field Visits

1. Visit to JSN at Randheja District Gandhinagar:

Plus Points

- The Prerak is from within the same village where the JSN is located.

- Accommodation in a secondary school building found spacious (about 100 people can easily sit and participate in various group activities).
- The library contains 600 titles with 5 copies each, 500 books have been issued so far.
- Ten *charcha mandals* have been held during the last 6 months.
- Cultural programmes are being held once a week.
- Regular games and sports activities are taking place.

Deficiencies

- A board indicating the name, objectives and activities of the JSN has not been fixed.
- Simple and short duration training programme practically non-existent. The Prerak has not taken any initiative in this regard.
- Development functionaries in position in the village should visit JSN more frequently, should participate in its activities, should explain charts and posters to people and should conduct simple and short duration training programme. This has not happened.

II. Visit to JSN at Sardhana Distt, Gandhinagar :

Plus Points

- The Prerak is from the village where the JSN is located.
- Library opened with 600 titles with 5 copies each. The titles include stories, fiction, comics, freedom struggle etc. Issue register and catalogue maintained.
- Cultural programmes being regularly organised.

Deficiencies

- No board indicating the name, objectives and activities of JSN displayed.
- Charts and posters on various development themes displayed are inadequate and whatever displayed are not being made use of.
- No *charcha mandal* or simple and short duration training organised so far.
- Arrangements for lighting and ventilation inadequate.

III. Visit to JSN at Isander Distt, Mehesana :

Plus Points

- The Prerak, a lady from the same village where the JSN is located. She is a commerce graduate.
- JSN located in a portion of the primary school building—accommodation sufficient—neat tidy, well lighted, ventilated.

- The Prerak being a lady attracts women of the village in good number.
- Required number of titles (349) supplied—issue register and catalogue maintained.
- Cultural programmes being regularly organised.

Minus Points

- No board with name, objectives and activities of JSN displayed.
- Charts and posters on various development themes not displayed; they have been kept inside the almirah defeating the very purpose.
- Development functionaries not evincing enough interest in the activities of JSN.
- The Prerak has not been trained.

Visit to AEC at Vadu in Kadi taluka

This is a continuation project sanctioned in favour of B. K. Joshi Trust for running 100 AECs. The project is being continued from year to year. The performance of the VA has been evaluated and found to come under 'B' Category. I had myself the occasion to see the training programme being conducted by the VA in March, 1989 and was impressed by the deep sense of devotion and commitment of the functionaries of the VA to adult education.

Plus Points

- Two separate AECs for men and women in the same village. The AEC meant for the women is functioning at the residence of the organiser and the AEC meant for both men and women is functioning in a place of worship.
- Both the AECs are well lighted and ventilated. All teaching learning materials and teaching aids have been supplied in time.
- The attendance is regular and ranges between 18 to 25 per day (which is quite good considering the unsatisfactory attendance reported at other places).
- The class room environment is lively, cheerful and participative. It is most conducive to learning.
- Both male and female learners could respond to all our queries with confidence.
- Reading, writing and arithmetic skills which have been attained by the learners are satisfactory.
- Even after the hard day's gruelling manual labour the learners have put up a lively and cheerful countenance.
- Both the teachers (at the female as well as at the mixed centre) are highly motivated and have taken to teaching with lot of exhilaration, sense of pride and patriotism, commitment and total identification.

Academic & Technical Resource Support

I had reviewed this aspect and the contribution made by Gujarat Vidyapeeth which is the State Resource Centre for Gujarat; that too at the time of my first review in March, 1989. Substantial changes have taken place thereafter in as much as the initial literacy kit was considerably improved and a number of additional components were incorporated therein. These improvements were highlighted in the second review report in July, 1989. Subsequently, in pursuance of the decision taken in the 10th meeting of the Executive Committee held at Bangalore on 30th June, 1989, the SRC has designed multigraded integrated primers in 3 parts. The first 2 parts (Part I & Part II of the Proto-type) have already been reviewed by the national level Review Committee held at Lucknow in January, '90 and several important observations have been made in regard to the content, language symbol, sentence, structure, length of the lessons, redundancy of certain lessons etc. of these 2 primers. The overall impression one gets after going through them is that the content is top heavy and lessons dull and monotonous. As rightly emphasized by the Expert Group enjoyable, light relaxing texts create interest among learners and therefore such lessons should be introduced which are both source of information, of direct interest and relevance to the life of the learner and are also enjoyable. The SRC should take these observations in the true spirit in which they have been made and should bring the modifications accordingly. The final manuscript is now ready for printing. It has been estimated that the cost of 1 set of 3 IPCL primers (NLM Primer I, NLM Primer II and NLM Primer III) would cost Rs. 15 which is considerably lower than the cost estimated for other State Resource Centres.

Due to constraint of time, I could not review the shape, size and content of the new primer. I was given to understand that Gujarat Vidyapeeth urgently needs funds for printing 30 lakhs copies of IPCL primer for SAKSHARTA ABHIYAN. Necessary proposal with estimates of cost has already been submitted to the NLMA and it was urged that sanction of the amount may be expedited.

The proposal forms part of the intensive media package and communication strategy formulated by O & M (Ogilvy and Mather). The strategy has already been approved in principle by the Executive Committee in its last meeting held on 6-4-90. However, sanction of the estimates are linked up with availability of free time with AIR and Doordarshan for which a dialogue with Ministry of Information & Broadcasting has been initiated. Since a decision on this involves some more time and funds are urgently required for printing the required number of IPCL primers for use in the SAKSHARTA ABHIYAN, this may be examined for according necessary sanction.

Specific suggestions for operational efficiency of the SRC in the context of material production and training in NLM

As has been observed in the preceding paragraphs, pre-occupation of Gujarat Vidyapeeth with the work of SAKSHARTA ABHIYAN has left very little time with the SRC for training of the functionaries of

adult education programme as also for designing the materials for the neo-literates. As both these aspects are also equally important for the work of the Mission, the following suggestions are made :

- The SRC should draw up a phased programme for inservice training of nearly 3000 Preraks (this includes the Preraks for 20 JSN which have been sanctioned for VAs over and above the 2295 JSNs sanctioned by the State Government) after launching of the SAKSEARTA ABHIYAN in May, 1990. This should include the following :
 - (a) designing a training module or training curriculum for different functionaries of AE;
 - (b) identifying the resource persons at the district level and organising their training so that they can in turn train the functionaries; and
 - (c) designing audio visual software and making use of the videorama supplied to the SRC for the purpose of imparting training.
- The SRC needs to organise workshops of creative thinkers, writers, artists who have access to Gujarati as well as to the spoken language of the people to design titles for neo-literates. Criteria and the guidelines issued by NLMA for this purpose need to be kept in view.
- The SRC also needs to formulate clear guidelines for evaluation of learning outcome which has been much neglected in the past.

Continuation of JSNs for VAs of Gujarat affiliated to Saksharta Abhiyan

Sanction for 620 JSNs was issued in favour of 123 VAs affiliated to Gujarat Vidyapeeth and the Saksharta Abhiyan launched by the latter. Gujarat Vidyapeeth has since prepared a detailed document indicating districtwise allotment of JSNs under the SAKSHARTA ABHIYAN under the following heads :

Name of VA, Taluka and District & No. of JSNs allotted to each agency

In course of discussion with the Vice-Chancellor—Prof. Ramlal Parikh, he indicated that all the VAs have been made operational and that the continuance of JSNs would be very much needed during 1990-91 to provide a fillip to launching of the SAKSEARTA ABHIYAN and to ensure that the neo-literates of the ABHIYAN will not relapse into illiteracy. The request for continuation of the 620 JSNs in favour of these 123 VAs may, therefore, be processed in the light of these discussions subject to completion of all procedural formalities.

Saksharta Abhiyan launched by Gujarat Vidyapeeth

Discussion with the Vice Chancellor, Gujarat Vidyapeeth—Prof. Ramlal Parikh indicated that Saksharta Abhiyan in Gujarat is being intensified during the International Literacy Year. According to a plan of action for the Abhiyan formulated during the ILY-1990, the first phase of preparation and

environment building is already over and the actual imparting of literacy will commence from 15th May, 1990. Prof. Ramlal Parikh further indicated that 10,000 villages in 100 talukas (out of 184 talukas of Gujarat) are sought to be made literate during ILY-1990. He further indicated that 869 VAs are involved in the operationalisation of Saksharta Abhiyan and these agencies have adopted a total number of 5082 villages. The remaining 4918 villages would be covered by other volunteers such as teachers, students and non-student youth volunteers of universities, colleges, schools and other organisations. In order that the pace of the campaign is maintained throughout ILY—1990, the following suggestions were made by the Vice Chancellor, Gujarat Vidyapeeth—Prof. Ramlal Parikh :

- The amount necessary for production of the required number of literacy kits should be sanctioned immediately.
- A total number of 3000 additional JSNs will be needed to be set up at-the-rate of 1 JSN for approximately 3 literate villages. Steps should, therefore, be made to sanction these additional JSNs. These JSNs should be sanctioned directly in favour of VAs who have a good track record of social service and who have completed the assigned task of making the number of villages literate.
- Order for continuation of 620 JSNs already sanctioned for 123 VAs should be issued as early as possible.

The Vice Chancellor, Gujarat Vidyapeeth explained to me the salient features of the content of a number of interesting and informative documents published in Gujarati by Gujarat Vidyapeeth on the occasion of the International Literacy Year. These documents are serially indicated below :

- Literacy Song (Pamphlet)
- Literacy Mission is a Social Revolution.

- One Educated Person teach Five illiterates.
- Free from the Clutches of Illiteracy.
- Movement of Decision.

He indicated that there has been a very enthusiastic and encouraging response from all quarters starting from Governor and Chief Minister of Gujarat to the Vice Chancellor of University, Principals of Colleges, Headmasters of Schools, Voluntary Agencies, dairy cooperatives and practically all sections of society for the success of the Saksharta Abhiyan which aims at providing entrypoint in literacy to as many as 35 lakh illiterate adults in 15–35 age group by 1991. He was firmly of the view that if all the inputs i.e. material and financial are made available by the Govt. of India in time, it should be possible to achieve this laudable objective.

Conclusion

As was observed at the time of last review in July, 1989, the performance of the centre-based programme through RFLP and SAEP in Gujarat has not been upto the mark and that it will be appropriate if the entire amount earmarked for RFLP and SAEP could be invested in Saksharta Abhiyan which is less expensive, more timebound and more result oriented. Gujarat Vidyapeeth may provide leadership and direction for mobilisation and involvement of NGOs in the State apart from providing academic and technical resource support. This is, however, an important issue on which State Govt. need to give some serious thought before a final decision could be taken. After a decision has been taken by the State Government, a memorandum of understanding could be signed between the Central Government and the State Government so that a complete action plan for eradication of illiteracy in respect of the villages in the 184 Talukas of Gujarat could be taken in a time bound manner under the leadership of Gujarat Vidyapeeth.

IV

JAMMU AND KASHMIR

**TOUR IMPRESSIONS ON VISIT TO JAMMU & KASHMIR FOR REVIEW
OF NATIONAL LITERACY MISSION
(1ST & 2ND JUNE, 1989)**

I had been to J & K to attend a Zonal level Conference on National Literacy Mission being organised by the Indian Adult Education Association, New Delhi, from 1st to 2nd June, 1989. I took this opportunity of reviewing, for the first time, the pace and progress of implementation of NLM in J&K. Earlier I had written to Shri Ashok Jetley, Additional Chief Secretary (Planning) that after the review I would like to have a final round of discussion in a meeting at his level. Since Additional Chief Secretary (Planning) is in charge of co-ordination of the work of all departments like Education, a meeting of this nature, under his chairmanship, would have been immensely useful. However, Shri Jetley had to be away on some urgent assignment and, therefore, had requested the Additional Chief Secretary (Forest) to take the proposed co-ordination meeting. The meeting was held in the room of Additional Chief Secretary (Forest)—Shri Rizvi on 2nd June, 1989 (forenoon) and was attended by the Agriculture Production Commissioner—Smt. Sushma Choudhary, Commissioner-cum-Secretary (Education)—Shri Ajit Kumar, the Dean of Faculty of Education, J&K University and Director, SERC of J&K University—Dr. G. M. Malik. The meeting was very fruitful in as much as it laid down the broad parameters of bringing about an integration between the adult education and other development programmes. I also called on the Minister, Education and apprised him as to how J&K stands in relation to other States/UTs in regard to operationalisation of NLM and urged him to give his personal attention to quicken the pace. Principally, I drew the attention of the Minister to the following key-areas where decision was yet to be taken by the J&K Govt. :—

- (i) The State Literacy Mission Authority was yet to be constituted.
- (ii) The State level and District level Action plans for complete eradication of illiteracy were yet to be drawn-up.
- (iii) The revised scheme of strengthening the administration of adult education at the State and district level was yet to be adopted and implemented by the State Government.
- (iv) The revised pattern of RELP was yet to be adopted and implemented by the State Govt. and was yet to be extended to the SAEP.
- (v) The involvement of NSS, Non-NSS and NCC student volunteers from the universities and

colleges was negligible and much more needed to be done to give a push to this involvement.

- (vi) The State Govt. needed to play an active role for providing support and help to enable large number of voluntary groups to register themselves as voluntary agencies with a view to mobilising and involving them in Literacy Mission.

The Minister was quite positive and responsive and directed the Commissioner-cum-Secretary (Education) to take expeditious action on all these issues. After the meeting with the Additional Chief Secretary (Forest) and Minister of Education, I had a detailed discussion with the Commissioner-cum-Secretary (Education), other senior officials in the Education Department and Joint Director, Adult Education to review the pace and progress of implementation of the adult education programme in J&K. Prof. Satya Bhusan, Director, NIEPA (who was earlier Vice-Chancellor of Jammu University and who is held in high esteem in all circles of J&K for his vast erudition and deep commitment to secularism), who was specially invited by me to assist me in this review, was good enough to attend all the meetings and gave us the benefit of his valuable advice and wisdom on various critical issues involving NLM in J&K. He also participated in the review of the activities of SRC by sitting late hours on 1st June evening with me and gave several valuable suggestions for improving the pace and quality of the academic and technical resource support being extended by the SRC to the Mission. I had also taken time off to visit couple of Adult Education Centres in Srinagar and its outskirts alongwith the Joint Director, Adult Education and other AE functionaries of J&K. Placed below is a report containing the plus and minus points of NLM in J&K, which is based on the impressions emanated from my field visits as also the discussions held with the Minister, Education and other senior officials of the State Govt. Before leaving for Delhi, I also called on the Vice-Chancellor and Registrar, J&K University to urge them to extend their full co-operation to the smooth functioning of the SRC and to impart more functional autonomy to the Director, SRC in the larger interest of NLM.

Academic & Technical Resource Support

Administrative Infrastructure :

- The State Resource Centre was established in the University of J&K in 1979 to provide academic and technical resource support to

the adult education programme. The staffing pattern, which was operative since April, 1985 comprising of a Director, Programme Co-ordinator -- Training (1), Programme Co-ordinator -- Materials (1), Programme Associates (2), Associate Co-ordinator -- Women & Weaker Sections (1), Administrative Officer (1), has since been reviewed and revised and communicated to all the SRCs with detailed guidelines since April, 1988. Proposals for sanction of additional staff in conformity with the revised pattern, approved by the Ministry are, however, pending with the UGC. The matter needs to be taken up with the Additional Secretary, UGC -- Shri D. R. Mehta. I was given to understand that the sanction and release of funds under the University system is extremely irregular and erratic and although the audited Statements of Accounts and Expenses till September 1988 have already been submitted to UGC, the funds are not being sanctioned and released in time. The SRC does not have any internal surplus or any other cushion with which it can tide over a difficult situation arising out of financial deficit. The matter, therefore, needs to be taken up with the UGC with the request to expedite the sanction and release the funds.

The J&K has a total number of 14 districts spread over an area of 2,22,236 sq.kms, and many of the districts are in remote, inaccessible and far-flung areas. In the absence of a vehicle the mobility of the Director and the staff appears to be severely restricted. It was indicated that it is not easy to get a vehicle from the general pool of the University and since movement by public transport was extremely inconvenient and also time consuming, it is important that this issue may be taken up with the UGC for provision of a vehicle in favour of the SRC, in consideration of difficult topography of the State on account of which the movement of the Director, SRC and staff is seriously handicapped.

It was further indicated that organising of workshops both inside the J&K and movement outside J&K for the purpose of conducting orientation and training of functionaries required the approval of Vice-Chancellor. As the VC was heavily pre-occupied and such proposals had to be routed through the Development Officer and the Registrar, the approval sometimes took several months defeating the very purpose in a time bound Mission.

Additionally, it was observed that the SRC is not getting the desired co-operation from the Directorate of Adult Education Govt. of India during the last two years. The

SRC very badly needed the involvement of DAE in organising various orientation and training programmes, writers' workshops etc. Unfortunately, the DAE, Govt. of India having given its consent to attend such programmes, did not adhere to the time schedule and instead sent telegraphic intimation to postpone the meetings and workshops at the last minute. Not only this has caused severe dislocation to the programme of the SRC but also handicapped them to send timely intimation to the functionaries who were required to attend the training programme and the workshops. Several instances of such non-cooperation of the DAE with the SRC were cited with the request that needs of the SRC may be viewed on somewhat different footing from that of other SRCs and in view of the peculiar geographical and topographical constraints and the desired co-operation extended from the DAE to make the programmes of the SRC fruitful.

Material Production

— The proto-type of the basic literacy primer is being developed at present by the SRC but is being printed by the Text Book Board of J&K. The materials are being prepared in Hindi and Urdu, which is the state standard language. In addition to these two state standard languages, there are a large number of spoken languages namely, Kashmiri, Dogri, Bodoi, Guiri, Pahari, Balti, Baderwabi, Shirna, Kistwari, Barmoori, Gaddi, Dardi, etc.

Although a large number of people speak languages different from the state standard language, the language policy of the State Govt. in the formal system is as below :---

1. Mother tongue upto 5th standard;
2. Switch-over to the state standard language (Hindi and Urdu) after 5th standard; and
3. Adoption of three language formula with English as the third language.

In course of discussion, the Education Secretary was of the view that in the context of English and Hindi, the two other important languages which are extensively used in the State are Urdu and Dogri. He was, therefore, of the view that as far as adult and non-formal education is concerned, the primer should be prepared in Urdu and Hindi and proto-type may be designed in Dogri and Kashmiri and kept ready for use in future contingencies.

He was also of the view that in view of the extensive use of Urdu and Dogri, what

was needed for J&K was four language formula and not three language formula as has been laid down by the Central Govt.

Modus Operandi for preparation of materials

- The following constitute different stages of material production by the SRC, J&K :—
- (i) Writers having access to both the state standard languages as well as few spoken languages and having the requisite background and experience in Adult Education are identified in each area of the State.
 - (ii) 10-12 days workshops are organised with the involvement of these writers as also Resource persons both inside and outside the State who happen to be the creative artists, linguists, pedagogists, anthropologists, sociologists and Adult Educators. A small group consisting the District Project Officer, Supervisor and a Writer (identified from the area), Programme Co-ordinator (Materials) of the SRC is constituted prior to organising the workshop. This group collects the key-words, various information about learners relevant to their occupational and felt needs, preference, interest, food, habits, customs and traditions and the workshop is organised on the basis of the information which is collected sufficiently in advance. Such key-words are identified which are the words which are common to both the spoken language as well as the state standard language. To make the task easier, a Directory of key-words has been prepared so that one can have access to these words at a glance. The first manuscript is prepared in the workshop and sent for field testing alongwith the questionnaire. The response from the instructors and learners, attending the adult education centres is recorded and feed-back is sent to the SRC. A second workshop of few experts not exceeding 5, is held and the manuscript is finalised keeping in view the response received. The manuscript is also discussed with the POs of all projects in their monthly meeting held by the Joint Director, Adult Education. The manuscript is then finalised and kept ready for printing. I was given to understand that the proto-type of the basic literacy primers used in the Adult Education Centres was printed by the SRC till 1986 and thereafter on account of some difference of opinion with the State Govt. in regard to pricing, the J&K Board of School Education is printing the primers. In the process,

the entire cost of preparation of the materials is appropriated by the Text Book Board and the cost of services rendered by the SRC does not get reimbursed by the project or the State Government.

In course of review with the Commission-cum-Secretary (Education), he informed that the State Govt. will have no objection to allow the SRC to develop as well as print the primers within the ambit of the cost as has been laid down by the State Govt. In view of this, the existing policy needs to be reviewed and the SRC allowed to print the proto-type of the basic literacy and numeracy primers developed by them. In addition to the basic literacy and numeracy primer (two separate primers have been brought out), a number of supplementary readers (10) have also been brought out on the following themes :—

- Environment
- Important Historical Personalities
- Vegetable Cultivation
- Mother and Child Care
- Child Labour
- Adult Franchise
- Citizenship
- Paddy Cultivation
- Use of Fertilizers
- Poultry

These are written in simple language (which is easily intelligible) by eminent authors of the State and have been supplied to the projects being managed by the State Govt. but have not been fully made use of, it appears that only the primer captioned "बेतर जिनगी" Part-I is being used by the projects and "बेतर जिनगी" Part-II, which is more rich in content, is not being used and is lying in the project offices. The cost of supplementary readers amounting to Rs. 3.9 lakhs has also not been paid by the State Govt. to the SRC.

Other materials such as posters, charts, pamphlets

It was encouraging to note that a large number of such materials have been prepared with literacy as the dominant theme and have been supplied to the projects. These are essentially in shape of teaching aids which are well-visualised and highly imaginative. A large number of teaching alphabets and words, which are illustrated and which are not illustrated, have been issued to the projects. More than 200 charts have been supplied and in addition, a number of self learning aids. These aids are based on the principle of known to un-known and are highly innovative. They cover both the felt needs of literacy as well as numeracy.

Weaknesses in the System

- The primer was prepared in 1978. Since then a sea change has taken place and new objectives of adult literacy have been introduced in NLM. The primer, therefore, needs to be reviewed and revised to bring it in conformity with the objectives of NLM. It was encouraging to note that the primer, the teachers' guide has been separated. The objectives and strategy of NLM have also been incorporated into the primer, which is still in a manuscript form and yet to be printed. Secondly, the learners in far-flung areas are not very familiar with the Urdu language as they speak Kashmiri, and at the same time they do not want the primer to be in Kashmiri (as Kashmiri does not have the linguistic functionality).

The last one reflects a peculiar and anomalous situation where majority of learners speak Kashmiri in the Kashmir region, Dogri in Jammu region and Bodi in Laddakhi region but except in Laddakh, would prefer to learn in Urdu and Hindi.

Prof. Satya Bhushan, Director, NIEPA who was initially involved in the preparation of "बेहतर निर्मा" Part-I in 1978 was of the view that keeping language sensitivity in the J&K in view, the primer should be in Urdu, which is the official language and depending upon the preference of the people, there could be graded bilingualism. He was of the view that such graded bilingualism was possible between Urdu and Kashmiri and Dogri and Hindi.

Material for Post Literacy & Continuing Education

- 15 titles have been designed through participative workshops involving creative thinkers, writers, artists, socialists, etc. and these are :—
 - Secret of prosperity - how to generate incremental income through crafts.
 - Immunisation of pregnant women and children.
 - Personal and community hygiene
 - Mother and child care.
 - Literacy brings happiness -- comparison between literate and illiterate.
 - Drinking water
 - Comparison between two families -- large & small.
 - Nutrition.
 - Early Marriage
 - Dowry
 - First-Aid
 - Patient Care
 - Fruit preservation.

In addition to the range of materials produced for the Post Literacy & Continuing Education, another innovative characteristic of this process is that different forms have been adopted in preparation of materials for neoliterates. Illustratively, some are in dialogue, some are in story-form but all of them are area specific and location specific. All the materials have been fully tested and have been found to be acceptable to the neoliterates.

It was encouraging to note that the accepted policy of the State Govt. is to purchase all materials on Post Literacy & Continuing Education which are designed and produced by the SRC in close collaboration with the officials of development departments.

MPFL Materials

- The two universities of J&K at Srinagar and Jammu have a total 10,000 strength of NSS and Non-NSS volunteers and the SRC needs Rs. 2 lakh for making 10,000 kits for supply to these volunteers. The allotment of Rs. 2 lakh received by the SRC in 1988-89 has since been utilised and 10,000 kits have been produced and supplied. The request for sanction of additional Rs. 2 lakhs for production of 10,000 kits during 1989-90 may be processed expeditiously.

The analysis of the content, process and methodology of using MPFL materials showed that these are comparatively easier than the basic literacy and numeracy primers, small in size and easy to handle. There are two separate primers on literacy and numeracy and a separate volunteers' guide, all of which form an integral part of literacy kit. The literacy primer is in two parts, the first part is primary alphabets oriented and comparatively simple. The second part highlights important issues like dignity of labour, need for potable water, sense of patriotism, national integration, need for small savings, concept of women's equality, health and family welfare, dangers of increasing population, value system which holds society together, conservation of forests, national integration based on the essential unity of all religions, etc.

Project Management

J & K has been running 7 RFLPs with 1555 AECs and 10 SAEPs with 2507 AECs. Additionally 470 AECs are being run by the Handicrafts Department bringing the total number of AECs to 4532. The following are the plus and minus points of project management :—

— Plus Points

- The village level surveys are conducted first by the instructors under the guidance of supervisor before a decision is taken to open an AEC in particular area.
- The names of the locations of AECs are available with the project.

- The instructors are selected by the District Project Officer (there is no DAEO in J&K) in consultation with the village education committee.
- The centres are shifted within the village or outside the village depending on achievements at the end of 10 months but they are ordinarily not shifted outside till eradication of illiteracy has been achieved.
- The Joint Director, Adult Education was of the view that she is in receipt of regular feed-back from the projects about the date of opening of the project, procurement of teaching learning materials, number of learners enrolled and their orientation, rate of drop-out, evaluation of the learning outcome etc. She expressed satisfaction over the fact that drop-out rate in Adult Education is 33% while in the primary and elementary level, it is 56%. The drop-out rate goes down during winter while the Secretariat shifts to Jammu keeping open on other activities.
- Out of 30 adult learners enrolled initially, 50% are made literate at the end of the course. The Joint Director, Adult Education stated that 3,85,685 adult illiterates have been made literate as a result of NAEP during the last 10 years, of which 2,33,620 happen to be women. She was firmly of the view that this works out favourably in comparison with the All India average and that this is bound to be reflected in the 1990-91 census.
- Training of Adult Education functionaries is imparted long after the selection of instructors is over. This does not yield the desired results.
- Basic learning materials like roller boards, slates, pencils, chalk etc. are being procured from the State Govt. Undertakings of the recommendation of the Purchase Committee constituted at the State Govt. level under the chairmanship of Dy. Commissioner. This causes delay in procurement of materials.
- There is a demand from the women attending the Adult Education Centres to provide training in handicrafts. It appears that under the female literacy award scheme (in operation till 1983-84), sewing machines have been purchased for several AECs but they are lying unutilised due to absence of raw-materials.
- The awareness about provisions of tenancy laws, social welfare laws and labour welfare laws appears to be limited. There is a Directorate of Legal Aids but hardly any concrete effort has been made to disseminate the laws for the rural poor.

Post Literacy & Continuing Education

210 JSNs have been sanctioned for J&K, the break-up of which is given below :—

1987-88 : 210
1988-89 : Nil

Besides, under the Border Area Development Programme, the following JSNs have been sanctioned :—

1987-88 : 100
1988-89 : Nil

Unfortunately, however, this was still pending with the J&K Govt. for a policy decision. Consequently, not a single JSN has been made operational.

Integration between Adult Education & other development departments

The main points for discussion in the meeting with the Additional Chief Secretary (Forest), Agriculture Production Commissioner, Commissioner-cum-Secretary and others from 10 a.m. to 12 noon on 2-5-89 were :—

- (a) How to give a push to the various activities so that the Mission takes-off from the ground in J&K; and
- (b) How to bring about a closer integration and coordination amongst education and other development departments.

In regard to the first, I impressed on the Additional Chief Secretary (Forest) that at the Mission has not yet taken-off in J&K and that there was an imperative and urgent need for constitution of SLMA and

Weaknesses

- Accommodation at the village level for the AEC and the project are not readily available. There are not enough primary school buildings and there are few volunteers to offer a building. The new legislation of Panchayats has not yet been passed and the Panchayats in the State are lying defunct.
- Due to shortage of staff, there is genuine difficulty of ensuring intensive supervision.
- The vehicles are old and are not in good running condition. This is on account of the difficult terrain and bad roads. The condition of the roads deteriorate due to heavy rainfall. The Joint Director, Adult Education who (in the absence of a Director or Addl. Director, AE) is responsible for over-seeing the implementation of the programme, is greatly handicapped in discharge of her duties in the absence of a vehicle. Unlike other States where vehicles are placed on the disposal of the PO, 10 vehicles have been provided to the District Project Officer and not to the District Project Officer. This reduces the mobility of the District Project Officer, who is the principal officer responsible for supervision of adult education centres.

strengthening the administration of adult education at the State and district level, which was in the bad shape, re-organisation of the RFLPs and extending the revived pattern to the SAEPS and operationalisation of JSSNs etc. without further delay. He in turn, impressed upon the Education Secretary to see that action on these is expedited. It transpired that the proposals for SLMA and JSN were awaiting the approval of the State Government and that the two other proposals are being processed in consultation with internal finance for their sanction.

In regard to the second, it was pointed out that different development departments approach rural poor to dole out their resource in shape of various tangible and intangible benefits. These benefits, by their very nature, attract the rural poor and they flock to them without having the necessary expertise to manage these assets given to them. The functionaries of the development department concerned also forget that literacy is the very basic and key input for the all round success of their programmes. Illustratively, the beneficiaries of IRDP who take loan from bank and subsidy from the Government, would not be knowing the procedure for sanction, utilisation and re-payment of the loan in the absence of access to the world of information in these areas. Besides the adult education functionaries are confronted with a dilemma in delivering literacy as a product in as much as while other development programmes have something concrete to offer, adult literacy does not have much to offer immediately in economic terms except providing an access to the world of information, communication and skills, empowering the individual and enabling her/him to participate effectively in the affairs of the family, society and the nation in the long run.

It was, therefore, agreed that the modalities of integration must be worked out first at the macro level and thereafter, must percolate down at the ground level. At the macro level, there should be a dialogue between the Secretary of the Departments of Agriculture, Animal Husbandry, Veterinary, Soil Conservation, Forest, Fisheries, Environment, Health and Family Welfare as integration of adult education with these development departments was considered to be crucial. This dialogue should lead to formulation of a concrete action plan. Illustratively, it was agreed that the activities of other development departments and adult education should be so planned that to the extent possible, the location of AECs, PHCs or Sub Centres, DWACRA Centres is co-terminus. This action plan should be followed up by issue of concrete guidelines by the Secretary of the department to the heads of the departments and by the latter to the subordinate field functionaries. The guidelines should cover the following:—

- The AE functionaries and the department functionaries must know each other and exchange information about location of the institutions and their activities problems and achievements. The functionaries should make it a point to visit each others' institution, spend some time with the beneficiaries and enable them as to how they can reap the benefits of various development programmes including the anti-poverty programme.

- Development literature and materials such as charts, pamphlets, brochures and posters including audio-visual materials should be exchanged and used to each others' advantage and to the advantage of beneficiaries.
- The experience and expertise of the functionaries of different departments should be shared and utilised for training of these functionaries.
- The development functionaries should make it convenient to visit JSNs, meet the neo-literates and impart simple and short duration training to them in addition to making available information on various fields of development.
- Identification of beneficiaries under various development programmes including anti-poverty programme, could take place through the AECs and JSNs. JSN library could be reached by development departments' functionaries through their literature and materials. The development functionaries could also participate in the churcha mandals at the JSN and make the discussion truly fruitful.

Field Visits (Date 2-6-89; Duration 5 pm to 9 pm)

Plus Points

- The AECs are functioning either at the primary school building or at the Instructor's premises but invariably at the later. The accommodation, though not spacious at all places, is of reasonably good standard, well lighted and ventilated.
- The instructor is from the same locality and was acceptable to the learners. In turn, the Instructor was found to be treating the learners with dignity, equality and respect. Of the 4 AECs visited, 2 were for males and 2 were for females. All the Instructors are qualified, are adept in the art of communication and have been able to create the desired learning environment. Of the 2 female instructors, one was a primary school teacher and the other was a student but both were found to be of a very good quality.
- The learners are from a wide ranging cross-section of the society. Some are slum dwellers, some are scavengers, some are handicraft women and some plain house wives. All of them, however, were completely at home with the learning environment and found learning to be a joyous, lively and robust exercise.
- The progress achieved by the learners was found to be very impressive. The AEC started in May, 1989 and the learners were able to read and write with ease and they were also found to be conversant with numbers. It was most satisfying to find that both the Instructor as well as the learners are able to write neatly in straight lines on the roller board.
- A beginning has been made to integrate adult literacy with vocational skills to some extent,

by supply of sewing machines. At one place, where the AEC was running at the Instructor's premises and where the Instructor had installed a loom for carpet weaving, such integration was facilitated by imparting literacy and at the same time training the learners about the carpet industry. It was found that the acquisition of basic literacy and numeracy skills enabled the learners to have a first hand grip over various aspects of vocations like carpet weaving, knitting, tailoring, embroidery, etc. It improved their functionality and also contributed to their operational efficiency. Acquisition of numeracy and literacy skills enabled them to do measurements with much greater speed and much accuracy than before. Thus, literacy contributed to better economic opportunities and better earnings and reinforced itself as a survival need of the hour.

- Learners from certain communities, which are otherwise conservative and which do not allow the women to cross the threshold of the house, were found to be present in the AEC. This was an encouraging trend which has been found possible on account of the persuasive skills of the Instructor and also his power of motivation. The Instructor in this centre has also been instrumental in motivating large number of children (who did not have the opportunity of attending school due to poverty and other attendant factors), were attending the AEC along with their parents. Conducting religious discourses was found to be powerful motivation to these children as well as the adults who attend the classes (which confirms the parameters of the form and content related motivational design presented in NLM document).

Minus Points

- Many of the adult learners continue to live in unclean and unhygienic surroundings without the barest minimum facilities of the life. This was particularly true of the slum areas of Srirangar. There has not been any perceptible and qualitative change in their working and living conditions. This could be attributed primarily to the indifference of the authorities, incharge of drainage, sewerage and drinking water etc. Despite assurances from the Municipal Authorities and the Revenue Administration Authorities at the time of opening of these AECs, nothing has been done by them to bring about a perceptible change in their working and living conditions.
- The training of the instructors takes place long after selection of instructors. The gap is as long as 8 months. The training is of one time and is of 10 days duration instead of being 21 days. Due to procedural bottlenecks, the funds are not transferred from the consolidated fund of the State Government to the projects in time. This causes delay in disbursement of honorarium to the instructors and preraks. Sometimes this delay ranges from 8 months to one year. This causes demoralisation of the staff,

much to the detriment of the programme in the field.

- The teaching learning materials comprised of primer, instructor's guide, which has been built into the primer, a slate, a lead pencil, etc. The quality of the slate was found to be poor and the writing on the slate hardly left any legible impression. (This was so notwithstanding the fact that the slate is being procured from a State Government Undertaking). Charts, posters and other teaching aids were found to be conspicuous by their absence.

Specific suggestions and recommendations for improvement

- The SLMA should be constituted without further delay.
- Pending constitution of the SLMA, efforts should be made to revitalise and re-activate the State level and district level bodies connected with adult education, which have been by and large, non-functional so far.
- The plan scheme for Strengthening the Administration of Adult Education at the State and District level should be adopted and implemented without further delay.
- The Scheme of JSN should be operationalised without further delay.
- The detailed exercise, as suggested earlier, to bring about a meaningful integration between the adult education and other development programmes need to be taken up and completed as early as possible to the mutual advantage of the departments concerned and in the larger public interest. This should be followed up by intensive orientation and training of all development functionaries and adult education functionaries so that the integration which is planned at the macro level could really take place at the field level.
- The State level and District level perspective plans should be prepared and sent to the Directorate of Adult Education, Government of India for scrutiny and final approval as early as possible. These should be accomplished by State level and District level maps.
- In view of the fact that the centres are functioning invariably at the Instructors' residence, which may not be convenient to all sections of the community, it may be desirable to introduce a change and to the extent possible the primary school buildings and the community recreation centres may be made available for this purpose.
- The involvement of student volunteers of NSS, Non-NSS and NCC in the MPEL has been minimal so far. There is scope for increasing the coverage by increasing the number of volunteers and also scope for improving the quality of the programme through more intensive training, better monitoring and evaluation.

- J&K is very rich in folk art and culture. There has not been sufficient harnessing to create a proper teaching learning environment and also to spread the message of literacy. The Directorate of Adult Education through its AE Project Officials may identify the institutions and individuals devoted to folk art and culture and make use of their genius in literacy promotion efforts.
- The media coverage and support to the programme in J&K has not been appreciable. There is need for closer liaison and coordination between the State Directorate of Adult Education, the SRC and the AIR & Doordarshan in J&K. It may be desirable if a meeting involving all the agencies and officials could be called and the modalities of better media coverage and support could be worked out.
- The proto-type of the primer which is being developed by the SRC and printed by the Text Book Board, could be printed by the SRC so that the SRC can be remunerated for the services rendered. The State Government has agreed to this suggestion.
- Where sewing machines have been purchased or the female literacy award scheme but are remaining un-utilised due to dearth of raw materials, efforts should be made through the Handlooms and Handicrafts Department of the State Government to ensure to supply raw materials so that all the sewing machines can be operationalised.
- Wherever adult literacy is being imparted, simultaneous efforts should be made to bring about some minimal socio-economic change. This would be possible in two ways. On the one hand, awareness about provisions of various laws namely, tenancy laws, social welfare laws and labour welfare laws can be generated by preparing series of materials on oral literacy and programme literacy by the SRC. The Directorate of legal Aid can also make some serious efforts to disseminate the message of laws for the rural poor. Secondly, sincere efforts can be made to bring about qualitative changes in the working and living conditions by improving drinking water supply, drainage, sewerage, etc. and in making the Bustis, where the adult learners live, more sanitary and hygienic in character. Thirdly, wherever adult illiterates are victims of social discrimination and economic exploitation, some sincere efforts should be made to ease their tension, improve their freedom and leisure, provide a support system on which they get motivated to join the adult education programme etc. Such support system should be provided separately for men and women in a manner which enables them to come out of their hearth and home to join the adult education programmes in the large numbers.

Conclusion

J&K has its own geographical, topographical, sociological peculiarities and constraints. The State is large in size (2, 22, 236 sq. kms.) but is very sparsely populated (9.27 per sq. km). It has 14 districts, 119 CD blocks and 198 educational blocks and these are far-flung and widely scattered. Of the 6758 villages, 280 are remote, inaccessible and uninhabited. The literacy scenario in the districts and blocks is also widely different. Although the State average rate of literacy is 26.67 (male 36.29 and female 15.80), there are districts like Kargil (3.14), Doda (7.34), Badgam (8.02) and Pulwama (9.20) when the female literacy rate is even less than 10%. In view of this difficult geography and topography, the mobility is severely restricted. Conducting house to house surveys to identify the literacy profile and the number of adult illiterates, as a prelude to opening of adult education centre, becomes extremely difficult. Equally difficult is the proposition of intensive supervision and inspect of the actual functioning of the centres even after they have been opened. In view of the limited number of primary schools (7468), which are not easily available for the purpose of locating adult education centres and in the absence of any other alternative viable accommodation, management of the centre based programme gets seriously inhibited. Despite such severe limitations in the centre based programme, unfortunately, over the years, there has been massive reliance on this pattern and hardly any serious and sincere effort has been made to convert the adult education programme into a people's programme or mass movement. Mobilisation and involvement of students at the university, college and school level has been practically conspicuous by its absence. There are about 2,70,000 students in the MF schools, 1,00,000 students in the High Schools and 37,000 students in Higher Secondary schools with about 30,000 teachers. Even if 50% of teachers and students should have been mobilised and involved in literacy promotion efforts, they would have substantially contributed by making at least 2,00,000 persons literate every year. Besides, there are many other centres of employment such as manufacturing, processing, servicing and repairs, mining and quarrying with about 20 lakh workers. It is possible that amongst these workers, there are certain literate workers and some are illiterate. Social mobilisation implies mobilising and involving these literate workers and motivating them to impart literacy to the illiterate ones with some minimal training and with the help to some literacy kits to be made available by the SRC. Unfortunately, however, no attempt has been made in this direction. Similarly, there are banks and financing institutions and co-operatives which also have a sizeable number of literate employees and all of them could be fruitfully deployed to make the adult illiterates in respect of these establishments as well as customers outside the establishments literate. J&K being an important tourist centre and being a source of foreign exchange earning, it is desirable that people of the State are made literate in increasing numbers for their sheer survival needs, meaning thereby that when they are literate, they could deal effectively with the tourists coming from different

parts of the country and outside and would thereby be able to improve their earnings and economic conditions. It is imperative that the link between the literacy, better economic earning and better quality of life is perceived even now in the larger interest of the people of the State apart from the overall image of the State in the eyes of foreign tourists. It is hoped that if the macro level planning is properly worked out at the level of Secretaries of Education, Agriculture, Animal Husbandry, Veterinary, Soil Conservation, Fisheries, Environment, Health and Family Welfare in

pursuance of the decision taken in the room of additional Chief Secretary (Forest) and if the message of integration could percolate down to all the grassroot level development functionaries, and if adult education is treated as the key to the survival and success of other development programmes, the demand for literacy is bound to increase and give rise to a situation where literacy promotion efforts are to be viewed as an activity of the other development department and not merely the activity of the Ministry of HRD and the Department of Education.

ACTION POINTS ON NLM I IN JAMMU & KASHMIR

- * The State Literacy Mission Authority must be constituted without further delay.
- * The State Level Mission Director and the District Level Mission Directors must be appointed without further delay.
- * The revised scheme of Strengthening the Administration of adult education at the State and district level must be adopted and implemented without delay.
- * At present there is no Director, Adult Education in Jammu & Kashmir. The work of NLM is being looked after by an officer of the rank of Joint Director who is on the verge of retirement. Considering the large size and the difficult terrain of the State, the scattered population and the low rate of literacy (26%), the State Government should make out a case for appointment of full time Director, Adult Education who may be appointed as the Mission Director.
- * The Office of the Joint Director, Adult Education is at present under-staffed and poorly equipped, so is the set up at the District level. It would be impossible to give a push to the Mission without strengthening the set up at the State and District level. These inadequacies and deficiencies may, therefore, be looked into on a priority basis.
- * The revised pattern of RFLP should be adopted and implemented by the State Government without further delay.
- * There are two Universities in Jammu & Kashmir at Srinagar and Jammu with a total number of about 20,000 students. Of this, hardly 5000 students have been involved in the Mission and we have no precise and authentic report about the persons made literate. A meeting with the two Vice Chancellors, Programme Coordinators of NSS and Director, NCC should be arranged at the level of Minister of Education and a detailed Action Plan should be drawn up to ensure mobilisation and involvement of 20,000 student in the two Universities. If it is not possible, at least a sizeable percentage of the total strength of students should be mobilised and involved.
- * There are about 2,70,000 students in the ME schools, 1,00,000 students in the High Schools and 37,000 students in Higher Secondary Schools with about 30,000 teachers. Efforts should be made to mobilise and involve at least 50% of these students every year so that they could make at least 1 lakh persons literate. A meeting may be organised at the level of the Minister of Education, to which Principals of some ME and High Schools and Higher Secondary Schools could be invited on a selective basis in which the modality of participation and involvement of school students could be worked out.
- * There are many other centres of employment, such as—manufacturing, processing, servicing and repairs, mining and quarrying with about 20 lakh workers. It is possible that amongst these workers, there are certain literate workers and some are illiterate. Social mobilisation implies mobilising and involving these literate workers and motivating them to impart literacy to the illiterate ones with some minimal training and with the help of some literacy kits to be made available by the SRC. In order that they are properly mobilised, the Chief Minister may issue an appeal to the Heads of all major industrial, commercial, mining undertakings, banks, financing institutions and cooperatives, to intimate the State Government the number of literate employees in these establishments and also to mobilise those employees to undertake the work of imparting literacy to illiterate employees in these establishments and outside. With this information a detailed action plan may be formulated by the State Mission Director in consultation with Industries, Labour and Mining departments and financing departments indicating the name of the establishment, the number of literate employees available, the number of illiterate employees to be made literate, the number of literacy kits required, etc. After the Action Plan has been formulated and approved, a formal indent may be sent to the State Resource Centre indicating the requirement of Literacy Kits so that the State Resource Centre could take steps for production and supply of the Kits to the concerned establishments. A nodal officer may be appointed who will identify the literate volunteers and earmark the area of actual operation for them. The State Mission Director may be the nodal officer of the State Government for the purpose of coordinating the entire mass mobilisation programme.
- * Since the task of imparting literacy to adult illiterates is extremely difficult and cannot be achieved by a single agency, far less by Government, it is imperative that the Government should take some concrete steps for registration of few agencies and voluntary groups

of workers who can be mobilised for the Mission. The State Govt. may study the Karnataka Model of Mass Mobilisation and campaign to literacy by deputing an officer to Karnataka so that the example of that State could be profitably adopted.

- * Despite severe limitations and constraints, the State Resource Centre at Srinagar, which is a part of the J & K University has done very good and useful work in the field of material production and training. This deserves to receive unstinted patronage, encouragement, continuous cooperation and help from the State Government, in regard to designing the prototype of teaching learning materials, printing and supply to the projects as also to other volunteers.
- * J&K is very rich in folk art and culture. This has not been sufficiently harnessed to create a

proper teaching learning environment and also to spread the message of literacy. The State Government should involve institutions and individuals devoted to folk art and culture and make use of their genius in literacy promotion efforts.

- * Adult literacy, at present, is being imparted in isolation without any meaningful involvement of other development departments. A detailed exercise needs to be undertaken to make a meaningful integration and coordination between adult education and other development programmes and functionaries. This should be followed up by intensive orientation and training of all development functionaries and adult education functionaries so that the integration which is planned at the macro level could really take place at the field level.

V

KARNATAKA

REPORT OF REVIEW OF THE STRUCTURE AND ACTIVITIES OF THE STATE RESOURCE CENTRE, MYSORE IN THE LIGHT OF IMPLEMENTATION OF NLM

DATE OF REVIEW : 6.6.1988

In the staffing pattern which was adopted in 1985 there was one post of Director, two posts of Programme Coordinators, one post of Associate Coordinator and two Programme Associates on the side of material production and training. In the revised sanction which has been issued in the middle of April 1988, one additional Programme Coordinator, two Associate Coordinators, one Programme Associate and two Research Fellows have been sanctioned. The staff on the administrative side remains unchanged. As against the above, details of the posts which have been filled up are given below :

Programme Coordinator	1
Associate Programme Coordinators	2
Research Fellows	2

These posts were not advertised. It appears that the posts have been filled up from out of the applications of a number of persons who had submitted their applications to the President direct. Their names have not been sponsored by the Employment Exchange and no Selection Committee has been constituted.

It is evident that the guidelines indicated in our sanction letter in regard to selection of sanctioned posts have not been adhered to which is highly irregular and objectionable.

Calendar of activities for 1988-89

Production of instructional material should include :

- (a) production of basic literacy and numeracy materials;
- (b) production of post-literacy and continuing education materials; and
- (c) production of charts, posters, preparation of slides, production of films etc.

For 1987-88, I am given to understand that a calendar of activities for both material production and training was prepared and got approved by the SRC Advisory Committee.

The calendar of activities on the side of material production for 1988-89 is yet to be prepared. Such a calendar should principally include the following :

- (1) An assessment of the overall quality of the materials produced and the need for their revision.

(ii) Preparation of the curriculum (both basic literacy and graded material for post literacy).

(iii) Publication and distribution of the material.

An Action Plan for imparting training to various adult education functionaries for 1988-89 has been drawn up. The backlog of adult education functionaries to be trained has already been supplied by the Directorate of Adult Education about a week back. The SRC has drawn up a list of resource persons for 177 districts numbering about 785 to be trained. The training is of three days' duration. These resource persons after training could be available for imparting training to the adult education Instructors and Preaks at the project level.

In the last part of May 1988 the workshop for training the district adult education functionaries and the SRC personnel was conducted at Mysore. The training curriculum was developed by the Directorate of Adult Education, Government of India and was of five days' duration.

Perused the list of officers i.e. POs and APOs who are yet to be trained. The list has been sent by the Director of Adult Education, Karnataka on 23-5-88. The list includes 11 POs, 8 APOs and 43 Supervisors of RFLPs who are yet to receive training. Since the cadre of Supervisors is a dying one and is shortly going to be replaced by Preaks it is not necessary for the SRC to undertake their training. In regard to the training of POs and APOs, the SRC has finalised the schedule commencing from 4-7-88 for a week. On receipt of the training schedule from the SRC, the Director, Adult Education should arrange to release the personnel who are to undergo training in time.

Contrary to the practice adopted elsewhere in other States administration of State Adult Education projects in Karnataka rests with the Karnataka Education Council which is the sponsoring body for the SRC. In respect of 26 SAEPs there are no POs. The Director, SISRC and the Director of Adult Education do not have any information with them regarding the number of APOs in the SAEPs who have received training in the SISRC. According to the Director, SRC 13 APOs are yet to be trained and when intimation was sent to them to report for training from 4-7-1988 they have regretted their inability on account of constraint of resources. This matter should be brought to the notice of the Director of Adult Education and the State Education Department to provide required fund in

the SAEP budget for this purpose. This gives the impression that the SAEP has no training budget which is a major weakness of this programme. (Considering the fact that 26 APOs could not receive training due to dearth of funds). Consequent upon the introduction of Panchayati Raj system of administration at the district level some difficulties have arisen in regard to the timely payment of dues. It appears that prior to 1988-89, funds sanctioned by the Central Government and placed at the disposal of the State Government was released to the RFLPs through the Zilla Parishad and Mandal Panchayats. This procedure has been simplified and funds are being released to the project directly by the Zilla Parishad (instead of routing it through the Mandal Panchayat).

Material Production

The Schedule of material production (basic literacy and numeracy) was drawn up for 87-88. Materials have been produced strictly according to the indent received from the project officers and DAEs, as the case may be. The materials produced and despatched by the SRC to the project however, do not find their way to the AEC immediately, they remain in the office of the DAE or the PO for some time. Although no precise idea of the time lag could be given, the Director, SRC indicated that from out of one of the field visits he had come to know that materials have remained in the office of DAEs even one year after they have been supplied by the SRC. On further scrutiny and enquiry the Director, SRC came to know that the materials were supplied to the learners and were taken back from them although they appeared to be as new and intact as at time of delivery. Materials supplied to the learners are given to them permanently, they are not intended to be taken back. The Director Adult Education may issue instructions to all DAEs and POs to ensure that every kit containing basic literacy and numeracy material is given to the learners free of cost once for all and not to be taken back from them. This difficulty in proper utilisation of the instructional materials could have been avoided if there would have been a proper liaison between the SRC and the Directorate of AE. Unfortunately, such liaison was lacking in the past. The SRC does not have as on date a list of Adult Education Centres, it does not appear to have asked for such a list in the past. Be that as it may, the Director of Adult Education on his own should make available a list of all AE centres after procuring the same from the DAEs and POs. On receipt of the list the Director, SRC should make it convenient to undertake field trips or depute his representatives to the AE centres to ensure that the material purchased and supplied is really being used in the Centre and that the correct methodology in imparting adult literacy is being followed. This field check could also be extended to voluntary agencies who are procuring their requirement of materials from the SRCs.

The Director SRC informed me that in course of joint field visits along with Director, DAE, he has come across number of centres under the RFLP where materials produced by agencies (which are other than those produced by the SRCs) were being used and these did not conform to the prescribed

standards. The present Director of Adult Education has been good enough to issue a circular letter dated 3rd June, 1988 to all the field functionaries making it incumbent on them to purchase teaching and learning materials including posters and charts from the SRC. All DAEs have been asked to bring the above to the notice of the voluntary agencies so that they can also avail of this facility. The instruction in regard to purchase of teaching and learning materials on MPFL is not correct as all literacy and numeracy kits for MPFL are to be supplied by the SRC free of cost and no payment is to be made. Corrigendum to this effect should be issued.

I am given to understand that indents against the basic primers have been fully complied with although as on date about 5000 charts and flip charts are pending. They are pending on account of the fact that in their earlier indent i.e. prior to 1988-89 the POs of RFLP and APOs of SAEP were requisitioning only basic literacy material (excluding numeracy materials, workbooks, teacher guides, exercise books) which is not the correct thing for them to do.

Nineteen RFLP are going to commence their adult literacy classes with effect from 1st July 1988. According to the Director of Adult Education it has to be ensured that the indent for the requirement of teaching and learning materials is sent to the Director SRC in time. The Director SRC has informed that he has enough materials in his stock and would be able to effect the supplies if received the indent in time.

Revision of Material

The Director indicated that the SRC has revised the teaching learning material in all categories and descriptions from 1st April 1988. The revised material has been sent to the press for publication. The Director is confident that he will be able to effect supply of these materials to all projects and VAs against their indented requirement in July 1988. In regard to SAEP since they are under the control of the Karnataka Adult Education Council, the Director will do well to address a letter to the Chairman of the Council to ensure that the SAEPs requirements are also indented to the SRC in time.

Production of Kits for MPFL

Towards the last part of 1987-88 the Directorate has received an allotment of Rs. 8.81 lakhs for production of 44,000 kits for MPFL. Additional 20,000 kits have been allowed and additional amount of Rs. 20.00 lakhs has also been allotted. Immediately on receipt of the allotment the Director SRC should have established dialogue with the Programme Coordinators of the NSS and the Director NCC of the State to work out.

- (a) number of kits to be produced;
- (b) training programme for student volunteers and master trainers to be arranged;
- (c) mechanism of distribution of the kits.

It appears that one such preparatory meeting was convened at the level of Director, Adult Education but

the requirement of kits and the precise number could not be finalised in that meeting. As on date the Director (SRC is not very clear as to what is the number of kits required under MPFL. Since the MPFL for 1988 summer has already commenced and since the Secretary Education is the Chairman of the State Level Steering Committee it may be desirable to convene a meeting urgently at his level without further loss of time so that the entire schedule of production and supply of literacy kits in terms of the actual number of kits required for the NSS, non-NSS and NCC students could be finalised.

The Director SRC indicated that 10,000 literacy kits are lying in stock last year and these are being sent to Managalore University against the indent of the NSS Unit of that university.

Literacy kits are being despatched through lorries and not through post which would involve prohibitive cost. Even the existing arrangements of despatch through lorries does not seem to be a satisfactory one as the NSS units are spread all over the State. It is desirable, therefore, that central locations may be chosen in consultation with the NSS units so that the units could themselves take delivery from those central locations. This may be worked out in detail by the Director, DAE in the forthcoming meeting of the NSS volunteers on June 1988.

I was given to understand that the calendar of events pertaining to the training of MPFL functionaries i.e. NSS volunteers and master trainers will be drawn up in the meeting on 14-6-1988.

Training of master trainers is being conducted at the university level by the SRC by deputing staff from Mysore. Training of student volunteers is being conducted by the NSS units of the respective colleges. This arrangement appears to be in order and may continue.

Guidelines for determination of the reading, writing and arithmetical skills for laying down the grading as poor, average and good have been issued by the Directorate of Adult Education, New Delhi to all adult education functionaries. Under this between 66 to 80 per cent has been shown as average and 80 per cent and above has been shown as good. In the difficult conditions obtaining in rural areas in which the target groups live and the students are to operate, such graduation does not appear to be based on reality. This needs to be reviewed.

Evaluation

As on date according to the existing practice the SRC which produces the literacy kits does not get any feedback about the evaluation of the learning outcome. The literacy kit contains four cards. They are meant for this purpose :

1 and 2 :

The initial report containing detailed report of the learner;

3 and 4 :

The level of achievement or grading is to be given depending upon the speed of reading, writing and the capacity to do arithmetic work.

First evaluation takes place after 17 hours of instruction and the second evaluation takes place after 150 hours of instruction. The student volunteer directly sends the outcome of the learning evaluation for grading to the DAEO and there is no system of SRC of getting any feedback about the grading.

A copy of the learning outcome together with the grading which is being sent by the NSS volunteers at present is with DAEO. The latter in turn is sending a consolidated statement to the Director, Adult Education. I suggest that a copy of the same be sent to the Director, SRC so that on receipt of this he may undertake couple of field visits to find out what went wrong and why the performance has been poor or unsatisfactory. This is essential as the kits are being supplied by the SRC and yet they do not have any access to the information relating to the evaluation of the learner under MPFL.

Evaluation of the learning outcome under basic literacy

For this purpose a booklet was designed by the Directorate of Adult Education, Government of India, New Delhi in 1985. This booklet itself needs to be revised in the context of the parameters/skills for reading, writing and arithmetic contained in Appendix I of NLM document. Pending this, however, the SRC may conduct couple of field visits/studies to find out the evaluation of the learners outcome, the manner in which such evaluation is being done, to what extent it is accurate and whether there is scope for improvement. The SRC has designed a format for evaluation of the learning outcome under the basic literacy. But the SRC as on date does not get any feedback as to how this form is being made use of; whether it is being correctly filled up and whether entries are being scrutinised at a higher level and, if so, what conclusions are being drawn from them. The SRC has designed a questionnaire for the purpose of field testing and ascertaining the extent to which the basic literacy and numeracy materials have been made use of in the AE centres, background of the instructors, physical condition in the adult education centres and the impact of the programme on the adult learners. This questionnaire is a complete index of :

- (a) functionaries of the adult education programme;
- (b) the target groups, their background;
- (c) the physical conditions obtaining in AE centres; and
- (d) the extent to which the target groups stand benefited by the programme.

The questionnaire which has been designed two months back is yet to be put to test in the field.

Production of material for post-literacy & continuing education

Not much work has been done in this field. Now that 600 JSNs have been sanctioned for Karnataka State, the SRC should take up this item on top priority. For this purpose, I suggest that a Writers

Workshop may be organised for a period of 30 days. This workshop should not only provide a forum for exchange of thoughts, ideas and experiences amongst a number of creative thinkers, writers and artists but should also help in actual preparation of the materials.

Production of bilingual primers

It appears that as on date there is no conscious decision on the part of the State Government as to how the policy enunciated in NLM regarding imparting of instructions through languages spoken by all age groups of people which are distinctly different from regional languages has to be implemented. In Karnataka in addition to Kannada which is spoken by 66% of the population there are 21 languages which are spoken by people ranging from 5000 to 3 million, important amongst them being Urdu, Telugu, Marathi, Tulu, Tamil, Konkani, Malayalam and Kodagu. SRC will be able to prepare bilingual teaching learning materials provided the State Government takes a policy decision and requests the SRC to do it. Otherwise the material produced by the SRC may not be used in the adult education centres by the State Government as it happened in Tamil Nadu way back in 1978-79. This aspect was brought out by one of the members of the Joint Evaluation Team which went into an evaluation of performance of voluntary agencies for Karnataka State and found that in border areas adjoining Andhra Pradesh, especially Gulbarga, Bidar, Bijapur and Raichur where Telugu and Urdu are used as spoken languages, Kannada continues to be the medium of instruction in the Adult Education Centres. This becomes a painful process for the adult learner, a process of artificial manipulation and memorisation, a process which is more painful than studying in a dark environment. This matter has been taken up with the State Government and till now there is no response. This is violative of the principle enunciated in the NLM. The matter is to be taken up again with the State Government at a higher level.

The SRC has not undertaken any work in evolving a rapid level training technique. The Director of SRC has his own plans in this regard. He is confident that he will be able to evolve suitable techniques and in the direction.

Administration

The SRC does not have its own accommodation. It is functioning in a hired accommodation in an area known as Krishnamurtipuram. The accommodation which is available in both the floors is hardly sufficient for the SRC. Instead an alternative private accommodation which is better built which has more floor space as also more number of rooms has been seen and selected for the SRC. This is built in accommodation of about 4200 sq. ft. and will be able to accommodate all the officers and the staff. One of the halls preferably in the first floor may be used for training cum conference room and may be designed for that purpose by putting furniture and equipment accordingly. The rent which has been asked for by the landlord against the alternative accommodation is Rs. 54,000/- per year as against Rs. 45,000/- which has been prescribed as the ceiling limit in the revised

sanction for payment of rent by the SRC. The balance amount will have, therefore, to be met out of the savings under administration in the SRC as it will be difficult to make a deviation in case of one SRC. I was given to understand that this arrangement will be temporary for a period of three years and thereafter the SRC proposes to construct its own building by utilising the area in the vicinity of Mysore University at Manasgangotri.

In the sanction issued in the second week of April 1988 purchase of some audio visual equipment was contemplated. The Director, SRC has purchased certain equipment under another plan scheme of population education, the details of which are given below:

Video camera with VCR	
Colour TV	
Electronic typewriter	Rs. 49,000
Overhead projector	

A vehicle costing Rs. 1 lakh has been sanctioned for the SRC along with the sanction for the post of a driver. Field contacts and field studies being quite essential and integral part of the activities of the SRC including research, it is imperative that the Director goes in for a vehicle which will be able to move on all types of roads i.e. metalled and unmetalled and which is also able to carry the film projector and the cinema slides. The Director has in his mind a metal body station wagon manufactured by M/s Mahendra & Mahendra, Bombay which appears to be more steady and will be able to travel under all adverse road conditions. The vehicle together with a fibre glass body is estimated to cost Rs. 1,37,000/- approximately. This being an essential item, it may be considered for sanction of the additional item.

While the amount sanctioned by the Central Government for 80% of the total budget of the SRC for a particular area is received by the Director, SRC in his name, the contribution remitted by the State Government is sent in the name of the Chairman, Karnataka Education Council. I am of the view that Karnataka Adult Education Council being the sponsoring agency of the SRC should not be burdened with the day to day matters pertaining to receipt of cheques, money orders, disbursement of salaries and allowances of the staff etc. but should be content with providing the overall supervision and guidance. I was further given to understand that the Chairman, Karnataka Education Council is also drawing an honorarium of Rs. 1000/- p.m. for looking after the work of the SRC as its Honv. Director which also does not appear to be in order. Since there is an Executive Director fully responsible for the SRC activities, there may not be any need for any Honv. Director. This point needs reconsideration by the Chairman of the Council.

According to the prescribed guidelines 80% of the total cost of the SRC (both recurring and non-recurring) is to be borne by the Central Government, 15% by the State Government and 5% by the SRC. It appears that in case of Karnataka the sponsoring agency that is KSAFC has not been able to remit its

contribution for the last four to five years. SRC proposes to meet this 5% share of the contribution from out of the proceeds of the book published by it. This will be effective from the current financial year. The guidelines clearly stipulate that the selection of the staff is to be made through a duly constituted selection committee. It further stipulates that the personnel selected should be experienced in relation to field, knowledge of communicative skills and should have the organising ability, competence and commitment to the adult education programme. This instruction does not appear to have been complied with either in form or in substance.

Besides every year an annual action plan containing the calendar of activities in view of size of both material production as well as training should be drawn up sufficiently in advance in the preceding year so that the activities of the SRC are in full consonance with the limited budgetary outlay so that the programmes are implemented strictly as per the schedule. This consideration should also be strictly implemented from 1988-89 onwards.

The SRC does not appear to have published its annual reports so far. This is one of the important requirements which is clearly spelt out in the sanction

letter. Both the annual action plan as well as the draft annual report should be prepared and got approved by the Advisory Committee of the SRC in time.

The SRC is also required to :

- (a) prepare statements showing the approved staff and the staff in position,
- (b) statement of assets in form GFR 19.
- (c) statement of accounts in respect of grants released prior to 1987-88 and statement in respect of 1987-88. These documents are being prepared and will follow.

The Director SRC has taken good initiative in convening a meeting of the executives of the All India Radio and Doordarshan in Karnataka for designing suitable media coverage. He himself is a playwright and has a number of plays in Kannada to his credit. He should be able to produce such materials including films with the help of the technician he has got (who appears to be qualified and trained) so that these are extensively made use of for educational purposes in the field. So far not a single film has been produced.

**REPORT OF REVIEW OF THE STRUCTURE AND ACTIVITIES OF THE
DIRECTORATE OF ADULT EDUCATION, KARNATAKA IN THE
LIGHT OF IMPLEMENTATION OF NLM**

DATE OF REVIEW 7.6.1988

The Directorate of Adult Education, Karnataka is located at Chamaraipet, A. V. Road, Bangalore in a two-storey building with a total floor space of 4008.3.57 sq. ft. The present working environment is hardly conducive to the smooth running of a public office (on account of its proximity to a club). There are many essential requirements of a public office which are wanting. The accommodation may appear to be broadly alright for the time being with the present staffing pattern but with the implementation of the improved staffing pattern for which formal proposals are yet to be received for the Education Department, Government of Karnataka, the accommodation will be insufficient. I am given to understand that the state has earned a UNESCO Award of Rs. 25 lakhs for outstanding work in the field of women's literacy in the year 1983. This amount which is lying unspent for the last five years could be profitably utilised for construction of an office building for the Directorate of Adult Education on a suitable location either in the city or in the outskirts thereof, depending on the availability of land. The Director may take the initiative of getting a suitable plot of land from the FRIT Bangalore, have a plan prepared by a good architect, keeping in view the requirement of a committee-conference room, training hall, auditorium, library-cum-reading room and send the proposal for accorded permission for utilisation of the above amount for this purpose.

2. The following is the present staffing pattern of the Directorate of Adult Education, Bangalore :

Director—1
Joint Director—Nil
Deputy Director (General)—1
Deputy Director—1
(Monitoring & Evaluation)
Assistant Director (Monitoring)—1
Assistant Director (VAs)—1
Assistant Director (General)—1

A formal order outlining the distribution of work amongst these offices in clear and precise terms should be immediately issued by the Director so that the ambit of duties and responsibilities amongst them is clearly demarcated.

In terms of the order issued by the Bureau of AE, in April 1988, Karnataka State has been given 'A'

category status under a plan scheme of strengthening the administration of Adult Education. The Directorate will be entitled to have the following staff in pursuance of this area :

Director—1 (No Extra)
Additional Director/JD—1
Deputy Directors—2 (No Extra)
Assistant Directors—4 (One Extra)
Junior Accounts Officer—1 (One Extra)
Office Superintendent—1 (New)
Accountant—1 (One Extra)
Office Assistant—1 (One Extra)
Statistical Assistant—3 (No Extra)
Programme Assistant—1 (New)
Stenographers—1 (Extra)
LDC/Typist—2 (Extra)
Mason—1 (New)

The Director has already sent the proposal for the creation of the additional posts to the State Govt. vide his office letter No. DAE CST/139/87-88, dated 27-4-88 and DAE CST/139/87-88, dated 25-5-88. This proposal is yet to be cleared by the State Government and sent to the Central Government. Personal attention of the Secretary Education was drawn to expedite this so that a formal order could be issued by the Bureau of Adult Education, Government of India. Sufficient care has to be taken to fill up the post of Joint Director (New Post) so that we have in him/her a senior functionary with the requisite qualification, experience in Adult Education, perception, organising ability and commitment and one who can provide good support to the Director in execution of NLM. This aspect was brought to the notice of Education Secretary.

I am given to understand that all officers and staff from the level of Deputy Director, Assistant Director and down below have been brought on deputation from the Education Department. This has its plus and minus points, the plus point being that they bring with them the wealth of experience of that Department and the minus point being that the staff being on deputation usually do not develop much stake or commitment to the large interest of the organisation. The correct policy in matters of recruitment in an organisation which is expected to provide leadership and guidance to the implementation of a programme which is largely

non-formal in character should be a balanced combination of direct recruits and deputationists and this aspect may be kept in view while recruiting the incumbents to the new posts. Amongst the two Deputy Directors one is an MA in Kannada literature and amongst the three Assistant Directors one seems to have the background of working for the State Gazetteers. Their experience and expertise could be utilised in bringing out a monthly newsletter for the Directorate in which important activities of the Directorate in the field of Adult Education in the light of implementation of NLM could be highlighted. This could be a bilingual publication both in English and Kannada like the newsletter being published by the IDAE, New Delhi and could be a good source of dissemination of information on NLM. None of the IDs and ADs has undergone any training (either pre-service or recurrent) either in the pedagogy of adult education or management of adult education programme. The Director may draw up a phased programme for their training as also for the training of the functionaries to be recruited in consultation with the Directorate of Adult Education, New Delhi and may implement it accordingly.

44. Mechanism for supervision and control of the Subordinate/Field Offices

The office of the DAEO, POs and APOs of RELP, SAEP and Aksharsena constitute the subordinate and field offices for the purpose of inspection within the purview of the Directorate. Additionally, the Directorate is also responsible for overseeing the performance of voluntary agencies, of the N.S.S., Non-N.S.S., N.C.C. and other volunteers involved in the Mass Programme of Functional Literacy. Each of these functionaries performs functions which are distinctly different from the other although there are some commonalities also. The Directorate has designed different formats for conducting inspection of the field offices such as those of the POs of RFLP, SAEP and Aksharsena and those of the DAEOs. Pursued one such format meant for the office of the DAEO and the PO. The format for inspection of the DAEO is mostly administrative in character and all components of the administrative work which are being done in office of the DAEO has been laid down in great detail. This, however, does not include aspects relating to pedagogy and management of adult education programme for which the DAEO is both directly and indirectly responsible. The format is particularly weak in the area of monitoring of different types of information which are being sent at present by the DAEO to the Director. This being one of the important areas in the management of adult education needs to be specifically incorporated in the inspection format. The Director may review the existing procedure for monitoring of different types of feed-back from the DAEO to his office to what extent they are comprehensive, accurate and authentic and bring about necessary changes, as he may consider appropriate. On the basis of the information which may be contained in the format designed for the present monitoring mechanism, it should be possible to check their accuracy and authenticity in the course of inspection and hence the need for specifically incorporating this column in the format.

The format for the inspection of the office is common for the POs of RFLP, SAEP and Aksharsena. This again appears to be purely of a routine character containing information on the number of centres, number of learners, number of materials supplied to them etc. The following are the gaps and omissions in this format.

11. Environmental and infrastructural deficiencies. This may cover problems accommodation, lighting and other basic facilities and amenities at the Centre which are relevant for the adult learners.

22. An analysis of the trends of attendance and dropout of the adult learners.

33. Evaluation of the learning outcome to be assessed through tests to be conducted on the guidelines sent by the DAE, New Delhi.

44. Important activities which may be taking place in the adult education centre in addition to the learning activity which could promote a sense of togetherness and belonging amongst the learners.

55. Frequency of the visits of development functionaries of different development depths in addition to the Adult Education Functionaries to the centres and the manner of their involvement with the adult education programme.

No schedule of inspection of the adult education institutions for 1988-89 has yet been drawn up. The Director has prepared a check-list of points for inspection of Adult Education centres. He may take steps to draw up the inspection schedule for all inspecting officers of the Directorate in a phased manner so that their presence at and absence from the headquarters is regulated by this programme itself.

Perused couple of inspection reports conducted by the Directorate of Adult Education on the offices of the DAEOs and the POs. One of the important omissions in the report is in the area of mobility of the PO/APO. It is very essential that this aspect is critically examined with reference to the actual field visits conducted, the utility and impact thereof. The genuineness of the visits can be checked by interrogation of people in the field. There should ordinarily be no constraint of mobility on the part of the POs and APOs as a vehicle has been provided by the Government of India for the RFLP and by the State Government for the Aksharsena Programme. Mobility planned and implemented properly is absolutely essential in the interest of smooth supervision and control of the activities of the AECs. This aspect does not appear to have been examined at all in the inspection report. Most of the inspection reports perused by me were found to be of routine character. Observations have been made by way of a general remark in the report that supervision of centres may be carried out effectively. The inspecting officer however, has himself not commented on the adequacy and effectiveness of the inspections conducted in any part of his inspection report and how to improve them nor has he himself checked working of few Adult Education Centres.

There are a number of gaps and omissions in the inspection report and most of the areas have been left blank which is not easily intelligible.

The Director is advised to maintain all the Inspection Reports properly in a Guard File so that they are readily traceable and the findings contained in the inspection report could be easily correlated with the observations which may emanate from subsequent inspections.

5. Area Mapping of Adult Education

5. *Area Mapping of Adult Education* : One state Map in a sheet of fibre glass has been prepared and displayed on the wall indicating the following :

- (a) Location of RFLP;
- (b) Location of SAEP and Aksharsena;
- (c) Institutions and Centres run by Karnataka Adult Education Council, Mysore;
- (d) Area of operation of Nehru Yuvak Kendras;
- (e) Area of operation of college/universities;
- (f) Area of operation of voluntary agencies.

Similar maps should be prepared for each district and for each project of RFLP, SAEP and Aksharsena. In the district map, the name of the project should be indicated with number of centres, number of JSNs etc. whereas in the project level map the location of each centre and JSN should be clearly indicated. Preparation and display of such maps at conspicuous points in the Directorate would greatly help the Director and the other functionaries to locate at finger point the precise location of a project or of a centre or of any institution connected with the adult education programme. They would also be of great help to any visitor coming from outside to locate a centre (with reference to the map) and would enable him/her to conduct a surprise inspection thereof.

6. Area Operation Plans

One of the important areas which distinguishes NNLN from the ongoing National Adult Education Programme is the adoption of an area approach on a scientific basis. An area could be a village or a cluster of villages, gram panchayat, mandal panchayat, taluk panchayat/panchayat samiti and district. The emphasis in NNLN is to cover a particular area which has not been covered so far by a particular agency which has the ability and resources to run the project in that area. We have to necessarily concentrate our time, energy and attention on that area till illiteracy has been fully liquidated when we can think of shifting to another area. This approach is applicable as much for RFLP, SAEP and Aksharsena as for any other voluntary agency. It has been emphasised again and again that the State Government must draw up an area operation plan for the whole State in which they should clearly indicate the following :

- (a) Areas which have been fully covered by the on-going national adult education programme and where adult illiteracy might have been fully liquidated;

(b) Areas where the programme is going on for quite some time without any perceptible result. In such cases quick impact evaluation studies have to be undertaken and if it is found that the impact of the ongoing programme has been negligible, arrangement for upgradation of literacy-numeracy skills will have to be made through the evening classes of JSN;

(c) There may be areas which have not at all been covered so far by any agency and yet these areas may have a concentration of adult illiterates. After conducting a survey and geographically demarcating these areas in the map they will have to be allocated amongst various agencies such as RFLP, SAEP, Aksharsena, Voluntary Agencies, as the case may be. While allocating the area amongst different voluntary agencies due care will have to be taken to ensure that the agency has the required expertise, commitment infra-structural and institutional support, human, material and financial resources to carry out the programme in the most efficient and economic manner in a particular area. The central idea behind the area operational plan is to discourage frittering away of resources by distributing number of centres over a wide area instead of locating them in a small, compact easily identifiable and easily manageable area. The former makes supervision, monitoring and control extremely difficult as it happened in course of our visits to few centres in Mandya Taluka on 6-6-1988 evening. Since the State Government is in the complete know of the situation and applications of all Voluntary Agencies (excepts those which may belong to a National Organisation) are being routed through the State Government it should be possible for them to have a conference with all these agencies in which they can explain to them the implications of the area approach and persuade them to adopt the same to their advantage as also in the larger interest of the adult education programme itself. This does not appear to have been implemented in Karnataka State so far. This point needs to be taken up with the Education Secretary and the Development Commissioner. The Education Secretary should immediately convene a conference of voluntary agencies and decide the issue of adoption and implementation of area operational plan in that meeting. Such a conference would, however, be purposeful provided the Directorate has taken advance steps to prepare area plans for all the 20 districts clearly delineating the three categories namely :

- (a) Areas already covered;
- (b) Areas where adult education programme is going on for sometimes;
- (c) Areas which have not been covered;

- (d) Allocation of the uncovered area amongst different agencies.

77. Steps taken by the Directorate of Adult Education for operationalisation of NLM

A state level function was held on 5-5-1988 in which a mass campaign was launched for involvement of various agencies in NLM. The Director who assumed charge on 16-5-1988 has in this a very short time taken the following steps for operationalisation of NLM in Karnataka.

Preparation of the State Level Action Plan (Spatial Plan)

Detailed guidelines for preparation of the spatial plan at the State level were issued as early as June, 1987. A model spatial plan for Dadra and Nagar Haveli was also sent to all States and UTs. The Director has now prepared a State level profile containing the basic literacy and illiteracy data in all age-groups and for the adults and also indicating the names of agencies which are already involved in the programme and the agencies which will be involved in future. This profile needs to be converted into a detailed action plan in which the following aspects need to be specifically highlighted :

- (a) Geographical and topographical profile of the district including the agro-climatic conditions and their influence on the socio-economic conditions of the people;
- (b) Administrative structure;
- (c) Demographic features;
- (d) A detailed description of the socio-economic profile of the target group or clientele namely SC, ST and women;
- (e) Literacy and illiteracy profile of the district (district-wise break up to be given);
- (f) Specific environmental, infrastructural and administrative problems, constraints and deficiencies in the on-going adult education programme and the difficulties faced in the enrolment and retention of SC/ST learners;
- (g) Formulation of areawise action plan covering specific recommendations to get over these disadvantages and also highlighting the following :
 - (i) coverage (in the light of what has been said in para 6 on preceding page)
 - (ii) institutional support
 - (iii) material production and training
 - (iv) supervision and continuing education
 - (v) linkage with other development programmes
 - (vi) monitoring
 - (vii) district mission management structure.

A map of the district indicating the details as stated earlier should be enclosed to the action plan.

8. Preparation of Area Plans for all the 20 districts including two Technology Demonstration Districts of South Kannada and Raichur

For preparation of the detailed Action Plan for the two TD Districts, the Directorate of Adult Education, New Delhi has designed a detailed format containing village information schedule, district information schedule, district profile and district plan which was sent to all State Governments in April, 1988. Two officers from the Bureau of Adult Education and the Directorate of Adult Education namely Shri V. V. Bhatt, Deputy Secretary and Shri G. V. Bhaktapriya, Consultant have been assigned the responsibility of getting the action plans for South Kannada and Raichur prepared respectively. They have already visited these districts and have already drawn up a blue print. The director had the occasion to write to the Deputy Commissioners and Chief Secretaries of Zila Parishad of these two districts who are reported to have evinced keen interest and extended full cooperation to the task. It should be possible to complete the task of preparation of the plans for these two TD Districts by end of June, 1988.

With regard to preparation of plans for the remaining 18 districts a decision on this was taken only on 26-5-88. Thereafter, a simple format was designed and sent to all the State Governments through D. O. letter dated 30th May, 1988. The Director has acknowledged the receipt of this and has taken steps to circulate it to all the Deputy Commissioners and Chief Secretaries of the Zila Parishad. He also plans to undertake an intensive tour of all the 20 districts in connection with preparation of the action plan from 20th to 30th June. The format for preparation of the District Level Action Plan for the 18 districts is comparatively simpler and, therefore, it should be possible to complete this by 30th June, 1988.

9. Constitution of State Literacy Mission Authority

The proposal for constitution of the SLMA with a compact body of 18 members has been sent by the Director to the State Government on 30th May, 1988. This is yet to be constituted at the State level. The attention of the State Education Secretary has been drawn to expedite this.

10. Appointment of State Mission Directors/District Mission Leader

The Director has been notified as the State Mission Director and the Chief Secretaries of all Zilla Parishads have been notified as District Literacy Mission Leaders. Similarly the Deputy Commissioners of Districts have been notified as Associate Literacy Mission Leaders and the DAEO has been notified as the co-ordinating leader of State Literacy Mission in the District.

11. Re-organisation of RFLP

There are 25 RFLPs (each having 300 centres) in Karnataka. The proposal for revision of the existing pattern of the RFLP was received in March 88 but action on the same was initiated in May 88 only after the present Director has assumed charge. He has now

worked out the requirement of additional funds to the extent of Rs. 102.50 Lakhs to give effect to the revised pattern of RFLP and has sent the proposal to the State Government on 4th June, 1988. The proposal contains additional staff and equipment for each RFLP. As far as the additional staff is concerned, there are certain gazetted posts and certain non-gazetted posts. While the gazetted posts require the approval of State Government, the non-gazetted posts could be sanctioned by the Director within the ambit of his delegated powers. The Director indicated that he has not been delegated such powers and therefore, the decision has to be approved by the State Government. Similarly, the Director does not have the power to purchase any furniture and equipment including audio-visual equipments which have been sanctioned under the revised pattern of RFLP and therefore, he has sent a consolidated proposal to the State Government. Containing sanction of additional posts as well as purchase of equipments. This was discussed with Secretary Education and he was requested to expedite the sanction.

12. Clearing the backlog of training of Adult Education Functionaries

The following adult education functionaries are to be imparted training by the Directorate of Adult Education, New Delhi :

1. Director
2. Joint Director (to be recruited)
3. Deputy Director (2)
4. Assistant Director (4)

The following officers are to be imparted training by the SRC :

1. PO
2. APO
3. Supervisors

The following officers are to be imparted training in the project :

Instructors—The position of backlog in the training of instructors could not be precisely ascertained.

The Director has identified the backlog in training of the above functionaries in the following manner :

Directorate of Adult Education	5
DAEG	1
PO	11
AP0	8

(This excludes the APO in the State Adult Education Projects where the responsibility for training has been entrusted to the Karnataka Adult Education Council. The backlog in case of training of APOs of

SAEPs will therefore, have to be identified and taken up with the Council separately).

Supervisors

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(This, however, is shortly going to be a dying cadre. This has to be substituted by training of Preraks numbering 600 for the JSN which has been recently sanctioned).

13. Planning and setting up of JSN

The Directorate has done a detailed exercise for locating 600 JSNs which have been sanctioned for Karnataka State for the year 1987-88. List containing names of these JSNs and their precise location has already been sent to Government of India on 24-5-1988. A committee comprising of Mandalal Pradhan, Project Officers and BDO has also been constituted for the selection of Preraks. Formal order to this effect has already been issued by the Director on 25-5-1988. In view of this there may not be any need for involvement of the village education committee for selection of the Prerak as enunciated in JSN guidelines, although the village education committee may be constituted for discharging other functions.

I was given to understand that the Karnataka Adult Education Council had at their disposal about 35000 rural libraries out of which 600 are operational and the rest are defunct. It may be examined as to how many of these libraries can be made use for the setting up of JSN.

The 600 JSNs as stated above are meant for RFLP. The State Government is also required to sanction the required number of JSNs for the SAEP and Aksharsena. The requirement has been assessed to be 210 and a proposal for setting up of 210 JSNs with a total financial implication of 29.40 Lakhs for the SAEP only has been sent to the State Government by the Director on 22-4-1988. No such proposal has however, yet been formulated for the Aksharsena. This also needs to be brought to the notice of the Education Secretary.

14. Establishing Parity between RFLP and the SAEP

At present there is lot of disparity in regard to the structure, management and financing pattern of the RFLP and the SAEP. Illustratively, one RFLP is required to have a minimum number of 300 adult education centres with one PO and 4 APOs. SAEPs in Karnataka numbering 26 have, however, only 1000 centres each with only one APO and no PO. Besides, no vehicle has been supplied to the SAEP. This is evident that a lower level field functionary like APCO without any vehicle will not be able to cover such a wide area 100 centres at least once in a month. Without any PO above him, he is also bound to be lax in his functioning. This aspect has not received any attention of the State Government so far.

The Director is yet to work out a detailed proposal and send it to government for establishing parity between RFLP and SAEP in their structure and management. The State Annual Plan for 1988-89 has already been finalised in 1987-88. If parity has to be estab-

blished, the additional financial liability will have to be provided for the year 1988-89. For this purpose, the State Government must send a detailed proposal to the Planning Commission as early as possible. They must make out a very strong case before the Working Group meeting which will be held in New Delhi between November 1988 to January 1989. Unless this is done there will be lot of dichotomy in operation of RFLP and SAEP leading to discontentment amongst the staff members which is eventually bound to effect the operational efficiency of the programme.

15. Linkage of Adult Education with other Development Programme

One of the plus points which exists in Karnataka like Madhya Pradesh, Maharashtra & Gujarat for establishing linkage of adult education with the programmes of development is the Panchayati Raj Administrative structure through the Mandal Panchayat and Zilla Parishads. The Director indicated that he has already taken the initiative of collecting copies of relevant schemes and circulars of all concerned Departments like agriculture, co-operation, animal husbandry, forest, fishery, sericulture etc. A detailed action plan for involving various departments of the State Government with the programme which is going on in the adult education centres and which will be implemented in the JSN will have to be prepared by the Director. This integration should be brought about in the following manner :

1. Making the Adult Education Instructor as a member in the committees of other development functionaries which may exist at the village level.
2. Ensure frequent visits of these functionaries to the Adult Education Centres.
3. Ensuring their involvement with the training programme for Instructors and Preraks.
4. Involving them in conducting simple and short duration training programme of JSN.
5. Making available development charts, posters etc. for the adult education centres of JSN.

The Director felt that it will greatly facilitate and help matters if the Chief Secretary and Development Commissioner could issue a letter to all the Secretaries and Heads of Development Departments on the scope, content and modality of such integration in the light of guidelines issued by Government of India.

16. Media Support for NLM

The Director SRC had taken the initiative of holding a meeting with the executives of All India Radio and Doordarshan some time back. In pursuance of the decisions in that meeting he has prepared three radio spots and supplied them to the All India Radio. The Director SRC has regretted his inability to prepare spots for Doordarshan as the same according to him are expensive and the budget of SRC does not permit him to incur that expenditure. In pursuance of the

guidelines sent by us in March 1988, the Director Adult Education has advised the DAEOs to prepare lists of reputed journalists, creative thinkers, writers, artists and success stories in the field of adult education for feeding the television and All India Radio. There is no response to this letter as yet.

The Director indicated that in the course of his proposed intensive district tour commencing from 20th June he will be holding media conferences the newspaper correspondents and other namely play wrights, creative thinkers and artists with a view to creating an environment conducive to literacy learning. There are large number of newspapers being published in English and Kannada from Bangalore and other parts of the State. Unfortunately, however, these have not been adequately utilised as outlets for dissemination of information pertaining to Adult Education. The Director, SRC has sent slogans to these newspapers. He indicated that some of them have already been published. It will be useful for the Education Secretary or the Development Commissioner to convene a conference with all the media personnel from All India Radio, Doordarshan and Press where the role of media in environment building could be highlighted with sufficient emphasis.

Additionally one audio cassette containing nine songs on literacy composed by Dr. B. V. Karanth has also been produced by the SRC. This is to be sent to JSN as and when they are set up.

17. Functional Literacy and Courses for Prisoners

Karnataka has six Central Jails, six district prisons, seven district-sub-jails, two sub-jails and three borstal centres. They have a total authorised strength of 7376. Of this the actual prison population is 4166. About 70% of this constitutes under-trials and the remaining 30% are life-convicts and short-termers. On receipt of detailed guidelines from Government of India, the Director had taken up the matter with the IG(Prison), Karnataka who has reported that educational programmes are not being conducted either for the male or the female prisoners on the lines contemplated in the report of the Krishna Iyer Committee. One or two paid male teachers are being appointed for each Central Prison who are working on deputation basis from the Education Department and are teaching only the male under-trial prisoners. There is no programme for the short-termers and the life convicts. The Central Jails maintain libraries and there is a provision for issue of books and newspapers to the prisoners. This programme needs to be extended to all categories of prisoners and in case the existing human resources available in shape of prison management and staff are inadequate, outside agencies including VAs who have the expertise and commitment to this type of work could be involved. The SRC may design materials, both basic and post literacy for the short-termers and the life convicts. The materials to be produced (both basic literacy, post-literacy) will, however, be somewhat different from the materials designed for the Adult Education Centres which are being run under normal circumstances for normal adult learners. In designing the primers the central issue that every short-term or life

convict is not a condemned prisoner but basically a human being who has been the victim of a particular situation/circumstance and there is always scope for correction, reform and improvement in his/her individual behaviour and conduct will have to be highlighted. This has to be designed with lot of imagination, perception, sensitivity and care and for this purpose help of correctional institutions and prisoner reformers may be taken. Staging of puppets/film shows, dramas, religious discourses etc. could also be considered as additional inputs for short-termers/lifers.

A meeting was held on 2-6-1988 under the chairmanship of Development Commissioner with Education Secretary, DPI and IG Prisons in which proposals for involvement of Voluntary Agencies in the adult education programme in the jails has been discussed. The IG prisons is required to furnish the particulars of male and female prisoners (short-termers, lifers and prisoners) to the Director of Adult Education on the basis of which action plan for each one of the jails could be prepared. The names of voluntary agencies are yet to be identified for the purpose.

REVIEW OF NATIONAL LITERACY MISSION IN THE STATE OF KARNATAKA

(10TH TO 12TH MAY, 1989)

I had been to Bangalore alongwith the Adviser, Technology Missions to Prime Minister for a dialogue with the media on the National Technology Missions and for a state level dialogue with voluntary agencies already involved or willing to involve themselves in the work of Technology Missions. I took this opportunity of conducting the second review of NLM in the office of the Director, Adult Education and State Mission Director—Sri M. Madangopal (the first review was conducted in June, 1988). This was to be supplemented by couple of field visits but unfortunately I was indisposed on 12th and therefore, these visits had to be cancelled. The review was primarily confined to the follow up action taken on the various suggestions and recommendations made in the earlier report (June, 1988) and a review of the latest progress of mass mob utilisation and campaign launched by the State Mission Director in close collaboration with large number of voluntary groups of workers. This is a unique way of converting a programme which was hitherto funded and controlled by government to a people's programme and carrying literacy down to the doorsteps of the people. Placed below is an account of the various strength and weaknesses of the programme emerging from the review but primarily confined to the above two areas :

FOLLOW UP ACTION ON THE VARIOUS SUGGESTIONS MADE AT THE TIME OF THE EARLIER REVIEW (JUNE, 1988) :

Administrative Infrastructure

Minus Points :

- The State Literacy Mission Authority has not yet been constituted. The issue has been kept pending with the State Government for a pretty long time.
- There has been no change in the staffing pattern either at the State or the district level. The adoption and implementation of the revised plan scheme for strengthening the administration of adult education at the State and district level is still awaited a decision of the State Government. The State Government wants a positive assurance from the NLMA about continuance of the 37 posts sanctioned for Karnataka (Categorised as a 'A' Category State) in the 8th Plan and beyond. It was explained to the Development Commissioner in the presence of the Adviser, Technology Missions to the Prime Minister that it is not possible to

give such categorical assurance. It is further explained that since life of the scheme was coterminus with the life of the NLM which is on date was valid upto 1994-95, it should be reasonably assumed that the staff would continue upto 1995. This was, however, not acceptable to the State Government.

In the absence of adequate supporting staff the Director, AE is terribly hardpressed. After launching of the mass mobilisation and campaign, he is slogging hard day and night at the cost of his health. The additional support would have provided lot of relief to him. It would have also resulted in fair and equitable distribution of work of the 20 districts.

- The revised pattern of RFLP has been approved but not implemented. The revised pattern envisages creation of 4 posts of APOs with clearly earmarked functions but these additional posts cannot be sanctioned on account of a total ban on creation of new posts.
- Similarly, due to an acute resource crunch and due to a ban on creation of posts, it has not been possible to extend the revised pattern of RFLP to SAEP. In other words, under the present circumstances, no parity is possible between RFLP and SAEP in Karnataka.
- In addition to RFLP and SAEP, the State Government are running another Project called 'AKSHARSENA' with 5280 AECs. Despite several requests, the State Govt. have not agreed for an evaluation of the content, process and impact of the Aksharsena Programme by an independent and external authority like the CIIL, Mysore.

The State Government has not accepted the proposal of the State Mission Director for a merger of the Aksharsena with SAEP.

Plus Points :

- The State level maps indicating the location of the RFLP, SAEP, Aksharsena, VAs have been prepared. Similar maps have been prepared for the districts.
- District level action plans for the 20 districts (including the 2 T.D. districts of South

Kannada and Raichur) have been prepared. The plans have highlighted strategies for complete eradication of illiteracy.

- The duties and responsibilities amongst the limited number of officers at the State headquarters have been evenly distributed.
- The schedule of inspection for the adult education centre functionaries for 1989-90 has been drawn up. A new checklist of points to be covered in course of inspection of the office of PO and DAEO has been prepared and issued to all field functionaries.
- The backlog of training for the functionaries of AE has been cleared.
- All circular letters and instructions received from NLMA, are being translated into Kannada and distributed among the DAECO/POs.

Post Literacy and Continuing Education : JSNs Strength

- Sanction for 942 JSNs (1987-88=6000, 1988-89=342) has so far been issued. A list containing the name and location of each JSN and name of the Prerak has been prepared and kept with the project.
- Efforts are being made to prepare the list of neoliterates.
- The Preraks have been selected through the Mandal Education Committee comprising the PO, the BDO and the Mandal Pradhan. Details of the educational qualification of the Prerak, representation of SC, ST and women including arrangement for continuing education for those who do not have the prescribed qualification are available.
- 142 JSNs have been allotted to 20 Taluqs where a mass mobilisation and campaign has been launched since January, 1989.
- The State Government have set up a committee under the chairmanship of Director, Adult Education to select books and other materials. By and large, endeavour has been made to purchase the books from the State Resource Centre and other producers of the State which are inexpensive and which conform to the criteria and guidelines of standard materials in NLM.

Weaknesses

- While a sizeable linkage has been established between basic literacy, post literacy and continuing education through sanction of 942 JSNs for the centrally funded RFLIPs, the State Government have not sanctioned a single JSN under the State plan for the

SAEPs and the Aksharsena Projects. A minimum number of 260 JSNs is required for this purpose. This will not achieve the desired object of Preventing relapse of neoliterates into illiteracy.

Academic and Technical Resource Support :

MATERIAL PRODUCTION—Basic Literacy & Numeracy.

Plus Points

- The basic literacy primer which was designed in 1979 has in all been revised four times so far. All teaching learning materials are designed through a participative process. The first stage in this process is Collection of Key Words which are used in standard written language as well as spoken in different regions. So far, 2,600 such key words have been collected through surveys. These are incorporated into a Directory. Conducting a workshop of resource persons numbering about 8 (writers linguists, pedagogists and sociologists) is the second stage in the process. To start with, the objectives as also the broad areas of content are explained to them. They constitute small groups which go into the preparation of basic literacy primer and supplementary readers. The latter cover a wide range of subjects, such as—lesson on Karnataka, Small Family Norm, Health, Hygiene and Sanitation, Nutrition, Water Management, Afforestation, Water pollution, benefits for Women, benefits for the Disabled, Cooperative Society, Sericulture, Adult franchise, Fundamental Rights and Duties. Supplementary readers have been specially designed covering all aspects of life of the farming community, such as—Cow & Calf, Cattle Milk, Manure, different kinds of Soil, Soil Testing, Content of Each Soil, Compost Manure, Water for irrigation and relevant for farmer's functional literacy. One of the supplementary readers captioned 'PATHWAY TO LIFE' largely deals with the functionality component of literacy such as—writing of a letter, writing of applications, lodging a complaint with police, filling up of money order form, filling up of bank challan, applying for various benefits like old age pension, land for the landless, etc.

Deficiencies

- Most of the lessons lack a bold impression.
- Both the print as well as the illustrations are poor.
- The sentences in the supplementary readers are long.
- The subjects have not been properly arranged and lack logical coherence in presentation.

Materials for the Campaign

Plus Points

- The central object of the kits prepared for the campaign is to enable the learner to read and write. The materials have been prepared on the principle of shape, similarity and entrustive perception. Though comparatively much simpler than the primers meant for a centre-based programme, the contents of the primer cover a wide range of subjects, such as—national integration, illiteracy, untouchability, equality of women, afforestation, same wages for same or similar nature of work and are fully in conformity with the objectives of NLM. The elementary reading and writing skills acquired at the basic literacy stage are to be reinforced through supplementary readers to be used at the post literacy stage. The kit is fairly inexpensive in as much as the cost of the literacy primer, exercise book, numeracy primer, pencil, and bag are within Rs. 101/- per kit. The sheet for evaluation of learning outcome has been integrated into the primer itself.

Deficiencies

- News print has been used for the primer, consequently the impression is dull and unattractive. This, however, could not be helped as a primer of 60 pages incorporating all the lessons relevant for NLM had to be brought out within Rs. 3.50.
- Due to acute shortage of paper, 1.5 lakh kits only could be supplied by the first week of May, 1989 and frantic efforts are being made to supply the remaining 2.5 lakhs of kits by 20th May, 1989.

Materials for Post-Literacy & Continuing Education

- The State Resource Centre has designed 20 titles on post literacy and continuing education, of which 5 are on dryland development technology, 12 are on conservation and population education and 3 are on cooperative society, rocket launching and life of Dr. B. R. Ambedkar. The State Resource Centre is ready with 55 manuscripts on folklore, folk literature, folk performing arts, rituals etc. They have been prepared in collaboration with all the universities and will be ready by 4 to 5 months. Additionally, during the ACCU workshop held at Mysore in November, 1988 (10 days), the SRC has designed 3 follow up materials and 4 illustrated posters and charts.

There are certain abominable and atrocious social evils prevalent in Karnataka even now, such as—bonded labour system, the untouchability and caste based discrimination, the system of Devdasis, the system of early child marriage, etc. Several laws have been enacted to eliminate the incidence of these social

evils and these are (a) Protection of Civil Rights Act; (b) Bonded Labour System (Abolition) Act; (c) Prevention of early Child Marriage Act, etc. Unfortunately, the central message and philosophy underlying these laws have not percolated down through numerous layers and sublayers to the lowest rung of the social ladder. The State Resource Centre which is responsible for preparing adult education materials has a special role and it was gratifying to note that it has contributed significantly to some of these areas. These are illustrated below :

Work done for SC & ST

- (i) What happens if an untouchable is not allowed to public places (wall poster) ?
- (ii) What facilities (both monetary and non-monetary) have been provided to members of the ST community ?
- (iii) The principle of reservation and its actual operation.

Work done for Women

- (i) Publicity posters as to how to use clean and potable water have been brought out.
- (ii) How to dispel the discriminatory attitude towards women and the female child in particular ?
- (iii) What should women subject themselves to family planning operations and why not men ?
- (iv) What is the rationale of marriage of girls at 18 (A Chart) ?

Deficiencies

- The work done by the SRC in this field though commendable is incomplete and lot more remains to be done. Illustratively, no illustrative materials on Minimum Wages Act, Bonded Labour System (Abolition) Act, Equal Remuneration Act, Laws regulating employment of child labour, Maternity Benefit laws have yet been prepared.
- Whatever limited materials, i.e., charts, posters, books, folders, etc. have been prepared have not been purchased by the projects so far.

Bilingualism and the work done by the SRC

Karnataka is a bilingual state in as much as in addition, to Kannad which is the State Standard Language, a number of other languages, such as—Telugu, Tamil, Tulu, Coorgi, Urdu, Konkani, are spoken by large groups of people. The number of people speaking these languages/dialects is given below :

Telugu	29,93,501
Tamil	13,85,313
Tulu	12,17,834
Coorgi	92,280
Urdu	35,12,831
Konkani	6,40,738

It is a happy augury that the Government of Karnataka have accepted the principle of bilingualism and have communicated it in writing to the State Resource Centre with the request to prepare bilingual primers for large groups of people who speak languages distinctly differently from the State Standard Language. The State Resource Centre, however, is yet to rise to the occasion and make a beginning in this important, much needed and long awaited direction.

Administrative Problems

The Karnataka Adult Education Council, Mysore set up the State Resource Centre in 1978-79 but instead of giving it the functional autonomy so essential for attending to an unorthodox and sensitive nature of work (as adult education) with ease and efficiency, started treating it as an appendage, destroying thereby its flexibility and freedom. Several instances of day-to-day interference of the Chairman of the Council in the affairs of the SRC bordering on many irregular acts had been brought to our notice as well as to the notice of the State Government. It was reported that following an investigation into this unhappy state of affairs, the old Chairman has been removed and the Divisional Commissioner, Mysore has been appointed as the Chairman. Unfortunately, the situation under the new dispensation was reported to have gone from bad to worse. The evils of bureaucratic red tapism and interference set in and from 1-4-89 to 23-4-89, the activities of the State Resource Centre virtually came to a standstill as every bill has to be countersigned by the Divisional Commissioner and it is here that the office staff of the Commissioner have been playing havoc, delaying countersigning of the bills, on some plea or the other. The procedures being followed by the office of the Divisional Commissioner (which has normally nothing to do with SRC) are archaic and cumbersome. The Director, SRC cannot easily meet the Commissioner and has to wait for several days to sort out the problems of the SRC with him. Although the State Mission Director has taken up the matter with the Divisional Commissioner, it has not produced any results so far. At a time when a mass campaign has been launched and when the SRC whose involvement in the Campaign is crucial must act fast with freedom and spontaneity, this type of unwarranted interference in the day-to-day affairs of the SRC and bringing its normal activities to a standstill could be nothing but unfortunate.

Mass Mobilisation & Campaign :

Background

The Centre-based programme was launched through RFLP in October, 1978 and was followed by SAEP. Although successive evaluation studies have brought out several gaps and omissions, deficiencies and shortcomings leading to lot of leakages and wastages in the centre-based programme, the reliance on this model has continued increase over the years, bringing in its trail corresponding increase in the numbers of projects, more number of AE centres, more functionaries and increase in outlay though the same has not been reflected in more or corresponding

number of persons being made literate. After launching of the mass campaign for NLM by the Prime Minister on 5th May, 1988 at Vigyan Bhawan, New Delhi, there was a new message and new emphasis to convert a programme, hitherto a programme of one Ministry/Department, fully government funded and controlled into a mass movement. Gujarat was the first State to launch a mass campaign for literacy by mobilising large number of volunteers (both students and non-student youth) and pressing them into action for accomplishment of time bound goals. This was followed by Karnataka. Unlike Gujarat, however, the mass campaign in Karnataka has been the outcome of organised and systematic efforts much of which owe to the imagination and vision of the young and energetic Director, Adult Education—Sri M. Madangopal. He has been the fountain of the Campaign—its unceasing source of inspiration. He has provided the leadership and direction. He has also been principal rallying point of the entire mobilisation effort. There are 8 stages of the Campaign and these are briefly enumerated below :

THE 8 STAGES OF THE CAMPAIGN

First Phase : The first stage was marked by the State level Convention being organised by the Director, Adult Education at Nanjangud (Mysore) which was graced by the ex-Minister, Education, Karnataka and which was attended by 150 VAs. The Conference adopted 6 Resolutions which are :

- I. To launch a mass campaign through Jathas, Marches and Rallies.
- II. To open a liaison office of Government of India or earmark an officer attached to the Directorate who can follow up the various proposals received from VAs.
- III. Organising conventions of neo-literates and functionaries of Adult Education Programme.
- IV. Merger of adult and non-formal education in the same Directorate (This has since been implemented. Director, Adult Education is now Director, Mass Education and is looking after both Adult Education and Non-formal Education. This was a good decision which will check the trend of fresh accretion into the tanks of adult illiterates).
- V. Updating the teaching learning materials. An expert committee was to be appointed comprising of the representatives of the Directorates, the State Resource Centre and Voluntary Agencies.
- VI. Publication of a Director of Voluntary Agencies listing out 400 VAs of the State. (This was a solid outcome of the State level convention).

Second Phase : The State level convention at Nanjangud was followed by meeting on 13-1-1989 at the level of the Minister, Education with NSS, NYFK, Boy Scouts and Girl Guides, Bharat Seva Dal, Bharat Seva Samaj, Bhartiya Grameen Mahila Sangh,

All India Women's Conference and Kasturba Gandhi National Memorial Trust. In this meeting, the Minister impressed on them the need for mass campaign for literacy and they were requested to mobilise their district level units and also to coordinate with other Voluntary Agencies. The draft Campaign Plan which was drawn up by the Director, Adult Education was handed over to the Voluntary Agencies.

Third Phase : Immediately after the meeting in the Minister's room 15 VAs per district were identified with the help of the group of 10 VAs. In other words, 300 VAs were picked up from the Directory of 400 Voluntary Agencies.

Fourth Phase : These 300 VAs were called for the Zonal/Divisional level meetings from 28-1-1989 to 14-2-1989 held at 4 places, i.e., Bangalore, Mysore, Belgaon and Raichur. The Bangalore Zonal meeting was attended by 150 VAs, Mysore meeting by 130 VAs, Belgaon meeting by 90 VAs, and Raichur meeting by 80 VAs. The participants included representatives from State level and national organisations.

What Happened in these Meetings (28-1-89) to 1-2-89) ?

FIRST SESSION : The campaign plan was introduced by Director, Adult Education.

SECOND SESSION : For each district, a sub-group was formed. There were in all 20 sub-groups. Each sub-group was asked to form the district level coordination committee. Twenty such Coordination Committees were formed with one person from each Committee being nominated as the 'Contact' Person. The composition was kept flexible with scope for expansion at a later stage. Each Coordination Committee was assigned certain tasks. These are :

- To identify a voluntary agency from each campaign Taluk as a Taluka Resource Group and wherever no Voluntary Agency was available, the Voluntary Agency from a neighbouring Taluk would constitute the Resource Group.
- List of Youth Associates, Mahila Mandals, Cultural Troupes, Media and Resource Persons prepared by the Director, Adult Education with the help of Chief Secretary, Zilla Parishad, DAEO and representatives of concerned departments of Government at the District level was handed over to the District Contact person to expand the list further, if necessary. He, in turn, was to hand over the list to the Taluka Resource Unit.
- An appeal issued by the Minister, Education and addressed to the President, Zilla Parishad; Chairman, Taluk Panchayat and Chairman, Mandal Panchayat was handed over to these contact persons and they were asked to widely circulate the appeal amongst the MPs, MLAs, MLCs, Zilla Panchayat President and members and Mandal Panchayat Pradhans.
- The Commissioner, Public Instruction wrote a D.O. letter to Joint Director, Deputy Director, DEO and AEO at the Taluka level with

the instruction to permit Headmasters and Principals of Junior Degree Colleges to attend Taluka level coordination meetings as and when called for.

- The Taluka level resource person went back to the respective talukas, circulated the Minister's appeal to the concerned participants convene the preliminary taluka level meeting to which the President, Zilla Panchayat and members, Pradhan, Mandal Panchayat, local MLA, College Principal and School Headmasters were invited with the primary objective of convincing them about the strategy of the campaign, to secure their involvement and also to fix up a date for the taluka level convention.
- The Director, AE sent people from his office to attend the Taluka level meetings and report to him about the developments. He had made clear to his officers that they should attend these meetings as facilitators and not as government functionaries with air of any rank and status.
- Lead Bank Managers were made members of the District level Coordination Committee and their counterparts were made members of the taluka coordination committee.

Fifth Phase : Immediately after the taluka level preliminary meeting, a four-day orientation camp (residential) was organised at Asinikunte in Neelmangal Taluk by reputed agency called IYD. The entire draft campaign plan was finalised in this four-days orientation camp which was hosted by the IYD who have build up a very good training Institute in collaboration with Ford Foundation.

The second important outcome of this meeting was that leading theatre personalities (mainly from the field of Puppetry, street play and folk songs) were invited to address the people. They are Gangadhar, Janardhan, Sashidhar, Jagdish and Kishore (2 persons), Umashankar. The most striking characteristic about these personalities is that they have progressive ideas and historic talent, they do not expect any financial assistance from the Govt., but instead they mobilise and invest their own resource for a cause which is socially desirable and to which they stand fully committed. This is a unique characteristic of the mass mobilisation and campaign in Karnataka.

The four-day orientation camp was not merely confined to draft of the campaign plan. Every evening of the camp, the participants were divided into 5 groups and sent to 5 villages, each group carrying with it several activities. One group wrote the slogans, one group prepared the posters, one group went in search of the literate youth of the village, one group was presenting literacy songs. This helped to bring about a dramatic transformation in the learning atmosphere of the village. The entire village community was charged with a new passion and expressed a desire to learn. The feature film 'KHALTI KALIYAN' made by the DAE and 'KALIYUDU EKA' (Why should I learn?) made by Naga Varana

(President Gold Medal winner for best feature film in Kannada) also helped in this process of transformation and in spreading the message of literacy.

After the orientation camp, the VAs went back to their respective talukas and organised taluka level conventions. They were much bigger than the preliminary meetings of VAs and each convention was attended by 500 to 2000 persons from several organisations ranging from youth associations to Mahila Mandals. Conventions on such a large scale was possible on account of the spontaneous response of the village community which was prompted by an earnest desire to learn.

The Director, AE reported that in 15 out of 20 Talukas, the response to the campaign has been very good and the 5 talukas where the response has not been so encouraging are Anekal (Banbalore urban); Siraguppa (Belleri); Tarikere (Chickmagalur); Humnabad (Bidar) and Gundlupet (Mysore).

What happened in Taluka level conventions?

- The campaign plan was discussed.
- The taluka coordination committees were formed.
- The Mandal committees were formed.
- The Taluka resource units was asked to work as a coordinating body for supply of materials, dissemination of information etc.

The Mandal Coordination Committees were asked to arrange contact meetings with the people in the villages and to identify volunteers to be classified under 3 groups, namely.

- (a) Five Core volunteers per mandal.
- (b) Three volunteer guides per village.
- (c) Volunteers at the village level.
(The number of volunteers in a village would depend on the total number of adult illiterates and 1 volunteer for 5 learners in a village).

The three volunteer guides will not only impart literacy but will also monitor and evaluate the impact of the programme for every village.

Similarly, five Core volunteers at the Mandal level will monitor, supervise and evaluate the impact of the programme at the Mandal level.

In the Fourth Phase itself, divisional level training camps (three in number) for five resources from each Taluka were organised. These are of 2 days duration. Of the 5 resource persons, 2 are women. The venue and coverage of these camps are as below :

- (a) Mutibihal (Bijapur) 8 Campaign Talukas.
- (b) Sorab (Simoga) 6 Campaign Talukas.
- (c) Arseekere (Hassan) 6 Campaign Talukas.

Three district activities were organised in these camps namely—(a) demonstration of literacy kits

and folk song; (b) distribution of motivational materials; and (c) organising visit to villages.

Sixth Phase : After the divisional level training camp, the resource persons go back with sample literacy kits and all motivational materials (audio cassettes, posters, flags, banners, metal sheets, badges, songbooks, wall calendars for the neo-literates containing names, last thumb impression, date of enrolment, first signature). Their immediate task is to organise 2-day orientation camps for Mandal core volunteers at the Taluka level. The publicity materials are distributed to the core volunteers and they are asked to launch the mass campaign by discussion, public meeting, demonstration Jathas on 14th April which happens to be the birthday of Dr. B. R. Ambedkar. On this day, functions were organised in all the Mandal Panchayats of the 20 Campaign Talukas (on an average each Taluka has 15 Mandal Panchayats). The State level function was held in a small village in Neelmangla Taluka (Mangundana hall village) which was graced by the Minister of Education. The function was marked by processions, public meetings, administration of oath to the illiterates, etc.

Seventh Phase : This phase will be primarily characterised by imparting of literacy although the mass campaign will also go on simultaneously. The campaign will be conducted by way of mobile exhibitions and film shows on education and social awareness. The film shows will be on adult education while educational materials will comprise of posters on issues pertaining to child marriage, dowry, communalism and untouchability.

It has been projected that the campaign will continue upto July, 1989 and imparting of literacy will continue upto August, 1989.

Eighth Phase : This will comprise of evaluation of learning outcome by the VAs, building the neo-literate data, linking the neo-literates with JSNs and organising GRAM GAURAV SAMAROHA on the Independence Day.

The Terminal Event : The mass campaign and imparting of literacy is expected to culminate in a state-level convention on 2nd October, 1989 which will comprise of animators, neo-literates, Taluka resource groups, district resource coordination committees and taluka resource coordination units. This will be an overall appraisal of the success or failure of the Campaign.

Plus Points of the Campaign :

- The campaign has helped to mobilise number of voluntary agencies, social action groups, volunteers and others to share a common platform for a common purpose which is the cause of eradication of illiteracy.
- It has brought voluntary culture and action down to the grassroot level.
- It has helped to reactivate various folk and theatre groups, cultural troupes, puppetry troupes and bringing them to the fore-front of National Literacy Mission.

- It has helped to generate intensive public awareness about the need for relevance of literacy. It has generated a demand for literacy.
- It has activated the functionaries of adult education and other departmental functionaries. It has shaken off their traditional complacency and sluggishness.
- It has sensitised political leadership to a very large extent. In addition to the ex-Minister of Education, 20 other ex-Ministers (in-charge of Information, Industries and Small Savings) have whole-heartedly participated in the Campaign.

What Remains to be Done ?

I. The mass mobilisation and campaign launched in January, 1989 involves 80,000 volunteers and 4 lakh learners. As against the total requirement of 5 lakh literacy kits, only 1 lakh kits have been supplied by the SRC. The inordinate delay in printing and supply of kits could have been avoided with proper planning for procurement of the required quality of paper in advance and finalisation of printing arrangements. In order that the remaining kits are supplied in time, some special measures will have to be taken by the State Resource Centre, including special measures for delivery of the kits at the doorsteps.

II. Certificates for 4 lakh neo-literates are yet to be got ready.

III. Existing infrastructure in the office of the Director, Adult Education and the State Mission Director is grossly inadequate in terms of staff, mobility, resources—human, material and financial, to deal with the magnitude and complexity of the task involving 600 VAs and thousands of volunteers spread over in 20 Talukas. A well-equipped and properly manned control room outside the office of the Director, Adult Education to be manned by a Voluntary Agency is badly needed.

How to Maintain the Tempo ?

I. An innovative feature of the campaign is that AKSHAR RATHA (Literacy Chariot) has been launched from 11th May, 1989. The Chariot will be continuously touring the 20 campaign talukas. It will be carrying 1 film projector and a number of films, (1) street play troupe with 4 artists, folk singers (2) 1 magician (to performs tricks for entertainment) and 2 very good public speakers. The cost of food and other travel expense will be met by the voluntary agency concerned. The Director, Adult Education and the Director, State Resource Centre will be accompanying the Chariot to cover few talukas. This will boost the morale of volunteers working at the grassroots level.

II. At the taluka level, the Director, Adult Education is planning a series of Competitions (numbering about 60), such as—RANGOLI competition for women learners, literacy songs, paintings and sports competitions for both men and women. This will

have full involvement and support of voluntary agencies. While for the first category of competitions prizes will be awarded by the Government of India (Field Publicity Organisation of the Ministry of I & B), the State Bank of Mysore would award prizes for the sports competitions.

III. One voluntary agency is sponsoring street play workshop from 18th to 20th May, 1989 at Renamakalahalli (Kolar). This will be followed by Zonal level and State level competitions on street play with 'EDUCATION AS POWER' as the dominant theme.

IV. Five voluntary agencies are organising a puppetry workshop from the 28th of May to 2nd of June, 1989 at Mangalore. There are at present only 2 puppetry troupes with life-size puppets in Karnataka. In the workshop proposed at Bangalore, an endeavour is being made to create 20 puppetry troupes with life-size puppets which will be presenting performances on themes pertaining to literacy. The voluntary agency will be donating the puppets. One puppetry unit will be consisting of 6 life-size puppets. The show will begin with a 3 Kms. length puppetry chain surrounding one major street of Mangalore. The Chief Secretary, Mangalore Zilla Parishad—Mrs. Ranjani Sri Kumar has agreed to donate Rs. 5000/- to meet the boarding expenses of the delegates (40). This will be followed by a puppetry Jatha to move within the 20 Talukas from the third week of June, 1989. They will also be carrying life-size puppets.

The five Voluntary Agencies who have taken this laudable initiative are—(1) MESCA, Bangalore; (2) NESRA, Mangalore; (3) MADHYAM, Bangalore; (4) IYD, Bangalore and (5) KIRAN Centre, Mangalore. It shows the creative ingenuity and artistic talent of some of the voluntary agencies of Karnataka, their deep commitment to literacy and how such voluntary agencies can be mobilised and harnessed for literacy action by the constructive leadership of a dynamic State Mission Director.

V. The Director, Adult Education is exploring the possibility of having a convention of learners and volunteers in July, 1989. This is expected to cost Rs. 60,000 approx.

SUPPORT EXTENDED TO THE CAMPAIGN BY THE STATE GOVERNMENT :

(a) Campaign Circulars

The ex-Minister, Education issued a letter of appeal to the concerned authorities at various levels on 6-2-89. In this, he had emphasised 2 point, namely—(a) The conventional centre based programme has not been so successful as apart from the leakage of resources and wastage caused due to absenteeism, drop out and relapse to illiteracy, there is no involvement of the community in the programme; (b) A mass campaign brings all sections of the society together and promotes an emotional involvement of the group or aggregate for liberating the individual from the quagmire of ignorance, illiteracy and bondage. The appeal issued by the Minister is in the correct perspective and can be said to be an ideal pace setter for the success of NLM in Karnataka.

(b) Guidelines for organizing Taluka level preliminary Meeting

These speak of how to transmit and disseminate the message contained in the ex-cum-master's appeal to all concerned functionaries such as—President and Vice President of Zilla Parishads and all Mandal Pradhans, College Principals and Headmasters and Headmistresses of all educational institutions. According to instructions, direct and personal contact is to be established with all functionaries who are to be involved with the campaign and the vehicle of the DAEO is to be used for this purpose.

(c) Letter dated 22-4-1989 from the State Mission Director addressed to the Chief Secretaries of all Zilla Parishads

This has highlighted the following :

- How to launch a mass campaign according to the calendar of events drawn up for this purpose.
- How to ensure involvement of Mandal Panchayat members and Zilla Parishad members.
- How to ensure participation of 10 State based voluntary agencies.
- How to ensure support to Taluka voluntary resource units, Mandal coordination committee and district coordination committee.
- How to ensure that all development functionaries of the Zilla Parishad participate fully in the campaign at the Taluka and Mandal level.

(d) Letter dated 22-4-1989 from the State Mission Director to all DAEOs highlighting the following

To make available the vehicle, stationery and all other support materials for the Campaign.

(e) Letter of DPE to the Deputy DPEs dated 6-2-1989 highlighting the following

To permit the Principals and Headmasters of the colleges and schools to attend the Taluka level Co-ordination Committee meetings for a thorough familiarisation of and involvement with the Campaign.

(f) Letter from the State Mission Director dated 17-3-1989 addressed to the DAEO, Taluka Resource Units and District Contact persons highlighting the following

- Every village should have sufficient number of volunteers.
- Every volunteer should be given 3 sets of enrolment forms (one form to remain with the volunteer, one with the Taluka Unit and one with the DAEO).
- Every volunteer should identify and enrol minimum 5 and maximum 7 learners.
- From out of the volunteers selected for a village, 3 volunteers should be identified as volunteer guides and 4 volunteers from out of the

guides per mandal to be identified as core volunteers.

- Core volunteers, training camp to be held before 12th April, volunteer guide's training camp to be held before 20th April and volunteers' training to be completed by 25th April.

(g) Letter dated 21-4-1989 from the State Mission Director to all DAEOs, Taluka Resource Units and District 'Contact' Persons with copy endorsed to Director, SRE; Deputy Commissioners and Chief Secretaries, Zilla Parishad

These centres round intensive efforts for publicity and propaganda for creating public awareness about the Campaign by way of harnessing the potential which exists through (a) Field Publicity Organisation of Government of India; (b) Different departments of the State Government. As a matter of fact, while the former has come forward to organise audio-visual shows and mobile exhibitions according to a well laid down schedule, the departments of State Governments are making available their projectors which pooled with the projectors available with the DAEOs have made possible organisation of large number of audio-visual shows.

(h) Letter from the State Mission Director to the Chief Secretaries of all Zilla Parishad dated 12-4-1989 requesting for extending transport facilities for the entire campaign period

Many Chief Secretaries of Zilla Parishads have positively responded and many actually made available their vehicles.

Specific Suggestions and Recommendations

The mass mobilisation and campaign launched by the Karnataka Government in January, 1989 owes much to the imagination and vision of the State Director, Adult Education and State Literacy Mission Director—Sri M. Madanopal. Like an artist conceiving and infusing life into a clay and convass, he has conceptualised and infused shape, symmetry and vitality into the entire framework of mass mobilisation and campaign. He has proceeded with operationalisation of the whole task with lot of imagination and care and has planned, designed and executed every stage of the entire process throughout methodically and systematically. In a state like Karnataka which is left with nearly 5 million adult illiterates (15-35) to be made literate, where more than 2/3rd of the area remains uncovered and we do not have resources—human, material and financial to cover such a large uncovered gap by a centre-based programme and where the conventional centre-based programme has not produced the desired results in terms of making illiterates functionally literate there is no other option or discretion left before us than going in for a mass campaign to mobilise all sections of the society for literacy action. This is, however, easier said than done. Society is not a homogeneous but a highly heterogeneous entity. Men and women are born differently, they grow differently, they live differently. Their perceptions, thought process, traits and characteristics are different. This makes the task of mobilisation

extremely difficult. Mobilisation for literacy is all the more difficult as all sections of the society are not naturally and spontaneously drawn towards literacy action, i.e., making an illiterate literate. This is partly on account of lack of respect for the culture of equality tinged with lack of empathy and sensitivity but largely on account of the prevailing climate of cynicism and scepticism. Against this background, the initiative taken by the State Mission Director, Karnataka backed by a systematic plan for action is in laudable. The task ahead (155 taluks are still left to be covered) is gigantic and the Mission Director deserves the unstinted cooperation, support and help of all quarters—both Government and NGOs. In order that he succeeds in this mass mobilisation and campaign, the following specific suggestions are for consideration :

Administrative Strengthening

- The Plan scheme for strengthening the administration of AE at the state and district level should be implemented without further delay.
- The SLMA should be constituted with a clearly defined ambit of delegation of administrative and financial powers. This will be a great support to the mass campaign.
- The State Mission Director should be delegated sufficient administrative and financial powers to enable him to be effective in operationalisation of the campaign. He should also be conferred ex-officio Secretariat Status, should have full functional autonomy in regard to various decisions vital for speeding up the pace of the Mission and should have a sufficiently long tenure to accomplish the task before him within a timebound schedule.
- In order that the mass campaign is successfully implemented, we need in addition to the State Mission Director, good and committed human resources at all levels, namely—the Deputy Commissioners of districts, Chief Secretaries, Zilla Parishads, DAEOs, BDOs, POs, etc. I was given to understand that while some Deputy Commissioners and Chief Secretaries, Zilla Parishad (notably Dy. Commissioner, Belgaon, Kodagu, Chitradurga and Bidar and Chief Secretaries, Zilla Parishad, Bijapur Raichur, Mandya, Dharwar, Kolar and Mangalore) are very good and committed to the Campaign, some Dy. Commissioners and Chief Secretaries are rather lukewarm to the Mission and National Literacy Mission comes last in order of priority before them. While it is desirable to encourage and support the good elements and allow them a sufficiently long tenure, it is equally essential that the indifferent and disinterested elements are weeded out and replaced by those who are genuinely good and committed.
- All vacant posts at the district and project level should be filled up by personnel of character and calibre. The special selection procedure

adopted in Rajasthan may be considered for this purpose.

- The existing arrangement of making the Divisional Commissioner, Mysore as the ex-officio Chairman of the Karnataka Adult Education Council has virtually crippled the State Resource Centre at present. An alternative arrangement should be institutionalised (by registering the SRC as a separate autonomous body) with larger delegation of powers for the Director, SRC to make him more effective and the SRC functionally autonomous as an institution.
- Simultaneously, the performance of the State Resource Centre staff who have been recruited in the past should be thoroughly reviewed by a review committee to be constituted for the purpose and steps taken to have those weeded out whose performance has not been upto the mark or who do not have the requisite qualification, experience and expertise to do justice to their tasks. This is partly on account of the fact that we are in one of the most difficult missions here its success largely depends on the calibre, competence and commitment of staff and also on account of the fact that in Karnataka there is no dearth of creative thinkers, writers, artists who could be considered for appointment to various posts (24) sanctioned by the Government of India for the State Resource Centre.

Media Coverage and Support

- Although AIR, Bangalore, Dharwar and Mangalore and Doordarshan, Bangalore have given a very good coverage to the mass campaign, much more remains to be done. The contribution of AIR and Doordarshan to the campaign could be twofold: (a) spread the message of the National Literacy Mission to remove doubts and misgivings about literacy, and (b) broadcast and telecast success stories on the mass campaign. While the present coverage is primarily confined to the first, a beginning has yet to be made on the second which is also crucial to the success of the Mission.
- In regard to the traditional media, like—folk troupes, puppetry, YAKSHAGANAM, these could be very powerful medium for disseminating the message of literacy. Although these are being harnessed now and then, it is yet to be done on a large scale covering the whole state or even the 20 Talukas. This could be done in the following manner :
 - * Identify the folk troupes in every taluka.
 - * Organise short-term training for them in the SRC so that they could be carriers of the message of literacy.
 - * After training in the State Resource Centre, they could go back and use the JSNs as a base for training larger number of people

in folk dance and folk theatre. A large theatre. A large number of competitions could be organised through the JSN.

- * Design the software, i.e., songs, drama, skits, etc. with the help of creative thinkers, writers and artist like B. Vikram, Karanth, Girish Karnad who are proud products of Karnataka.
- * In the absence of any budgetary provision with the State Mission Director, to utilise the budget of the State Public Relations and Culture Department, the Directorate of Audio Visual and Field Publicity, Sangeet Natak Academy (of which Sri Girish Karnad is the Chairman) to give a push to the whole programme.

INCENTIVES FOR THOSE VILLAGES/TALUKAS WHICH ARE MADE FULLY LITERATE

In order that we promote a learning society which values and prizes literacy, the following specific measures are for consideration :

- A quick appraisal/evaluation should be taken up by the State Directorate of Adult Education and State Resource Centre in which certain test checking could be carried out.
- Neo-literates could be given public recognition and certificates.
- Good and outstanding instructors, supervisors and POs could be awarded special prizes for their achievement in specific functions to be held in different areas.
- JSNs should be provided in these Talukas/villages which have been covered by the mass campaign on priority by both Central

Government, State Government, UGC, Employers, Trade Unions, VAs.

- School premises and libraries should be made accessible to neo-literates by a special order to be issued by the State Government.
- Good instructors, supervisors and other functionaries of the Project should be sent for inter-district and inter-State visits as an incentive for good work.
- Names of neo-literates should be announced on AIR, TV, local regional and national newspapers alongwith that of other functionaries who have been doing good work.
- Features and stories into newspapers and other media should be published by sending the correspondents to these villages and talking to the neo-literates, other community members and functionaries.
- Some neo-literates who are bright, communicative and articulate should be taken as motivators to arouse and awaken their illiterate brothers and sisters in different areas.. Their experiences should be recorded on audio-video and used for motivating others..
- Films should be made on success stories involving both adult learners, neo-literates and functionaries which could be used as motivational and training films.
- Special development programme in the villages made wholly or partly literate should be taken up in the literate villages to provide incentives to the community leaders for the achievement.

VI
MADHYA PRADESH

A REVIEW OF THE ORGANISATION, STRUCTURE AND ACTIVITIES OF BHARATIYA GRAMEEN MAHILA SANGH INDORE AND THE STATE RESOURCE CENTRE FOR MADHYA PRADESH*

DATE OF REVIEW 21.9.88 to 23.9.88

Women in general and rural women in particular have their own problems, needs and priorities. They are generally cast in a traditional mould to play the role of housewife, mother, daughter-in-law and worker. The family ties, the ties of the kindred, the fads, taboos and superstitions about life and day-to-day living surround them and cast a spell on them, so much so that they find it difficult to sever them, liberate themselves and come out to the open. Rural women in general and rural women belonging to Scheduled Caste and Scheduled Tribe communities in particular have been victims of both social discrimination and economic exploitation, the latter taking place both at home and work place. The creator and contributor of joy of life is seldom its partaker, her own life remains fettered by shackles of ignorance, illiteracy and oppression.

The Bharatiya Grameen Mahila Sangh, Indore, registered as a Voluntary Agency since 1961 had taken on its shoulders right from the beginning the difficult and unenviable task of building up leadership through awareness and conscientisation amongst the rural poor and particularly women, to enhance their self-confidence and self-image. Considering that literacy is the key to such awareness building, building of self-confidence and self-image, it started taking up adult literacy programmes in 1971. Starting on a modest scale with 10 centres sanctioned by UNESCO, the number of centres run by the Sangh as on date is 600. At the centre of this activity and as the soul of the organisation we have Smt. Krishna Agarwal who is herself an outstanding social worker and who was awarded the Nehru Literacy Award in 1970 for her outstanding contribution to the literacy movement. Through organisation of 350 women units as Mahila Mandals in rural areas (with a membership of 6000 women members) she had launched a movement for women literacy and welfare which over the years has grown and consolidated itself.

Right from the beginning, the Sangh has viewed female literacy as part of a total package with health, family welfare, hygiene and sanitation as its other essential components. The literature designed by the Sangh for adults is, therefore, women around these issues intimately affecting the life of an adult; it is also oriented to creating a new awakening among rural masses and a new organisation in village community. As the Chairperson of the M.P. State Adult Education Association, Mrs. Agarwal has made tireless and sustained efforts to spread the message of functional literacy, welfare and awakening in tribal areas,

minorities, women and other deprived sections of the society. In appreciation of the excellent work done by the Sangh in the field of adult literacy, Govt. of India recognised in 1985 the Sangh as the State Resource Centre for adult and continuing education for the whole state of Madhya Pradesh.

Staffing Pattern :

The staffing pattern of all State Resource Centres was reviewed and reorganised in February 1988 and the revised pattern was communicated to all State Resource Centres in April 1988. It was encouraging to note that not only the State Resource Centre, Madhya Pradesh has fully implemented the revised pattern but has been able to recruit a number of young and talented young men and women who have to their credit high academic qualification, rich research experience and lot of creative and histrionic talent. Many of them are holders of doctorate degree and have the capacity for conceptualisation, visualisation and illustration. The Director--Shri D. D. Sharma who retired as Joint Director of Adult Education has involved himself in adult education work for the last forty years. Dr. C. S. Dave has a teaching experience of 33 years in Government (Basic Training College) for 15 years and in the University for 18 years and has specialised in microteaching skills. Mrs. Supekar has 15 years experience in training of rural women (through mahila mandals). Mrs. Anjali Aggarwal has specialised knowledge and experience of child development services (including educational development of mentally retarded children).

The distribution of work done by the Director, SRC conforms to their educational qualification and experience on the one hand and their aptitude and inclination on the other.

Material Production

Preparation of basic literacy, post-literacy, follow-up material and other supplemental readers and graded materials for neo-literates is one of the major responsibilities entrusted to the SRCs. To discharge this responsibility, the State Resource Centre has prepared and printed a variety of materials which are in the form of books, booklets, charts, posters, folders, etc.

1. Basic Literacy Phase (8 months)

In all 6 titles have been made for the basic literacy phase of 8 months. In these publications an attempt has been made to co-relate literacy with the day to-day needs of life or an individual and how through

literacy life skills and communication skills for a better living could be promoted. These titles are :

- (i) Primer . 'Vikas Ki Rah Pahela Kadam'
- (ii) Primer . Aamcho Jeevan Halvi language (for Bastar region)
- (iii) Primer . Exclusively for women (under preparation)
- (iv) Workbook . Vikas Ke Rah Pahela Kadam.
- (v) Calendar . The calendar has been developed as a method of rapid literacy learning techniques.

Additionally, the following posters have been made by the SRC :

- (i) Mite Garibi Aur Agyan Padha Likha Ho Jab Insan
- (ii) Saksharta Ka Deep
- (iii) Sandesh
- (iv) Prakash Ki Aur
- (v) Saksharta Ki Aur
- (vi) Saksharta Ki Aur Agrasar
- (vii) Ek Hi Updesh—Padho Aur Padhayo
- (viii) Ek Saval Khusali Kahan ?
- (ix) Saksharta Divas—Hamara Sankalp
- (x) Small pamphlets of Antar Rashtriya Saksharta Divas
- (xi) Ao Padhe Aur Padhayen

II. Post-Literacy Phase (4 months)

The post literacy reader is getting ready for publication. In all it contains 16 articles written by eminent writers and contains information on a wide spectrum of subjects such as national integration, small family norm, conservation of environment, cooperation and coordination, village development, social evils, religious tolerance, etc. Animal husbandry has appeared in an isolated form; it should come along with agriculture, soil conservation, etc.

III. Follow-up Phase (12 months)

In all 12 titles on a variety of subjects have been designed and these are :

- (i) Vikas Yatra This is based on the different development schemes being implemented by the State Govt.
- (ii) Doshi Kaun This is a collection of short Stories on population issues. It emphasises the need for adoption of small family norms and the effect of early marriage and a large family in the individual, social and natural development.

- (iii) Panchatap . It is a conscientisation material on the evils of alcoholism.
- (iv) Lakkshmi Ki Bbeti It is based on the prevalent superstitions, make beliefs, their impact on individual life and the importance of balanced diet for balanced development of a child.
- (v) Mililawat . It is based on the harmful effect of adulteration on human life and is intended to make neoliterates aware of such evils. The essential features of the Consumer Protection Law have also been incorporated in this.
- (vi) Veeeranganayen It is a collection of five stories of five heroic women namely Jhansi Ki Rani, Rani Durgawati, Ahilya Bai Holkar, Chand Bibi and Mrs. Indira Gandhi. It is intended to inculcate the ideas and ideals of self-abnegation and sacrifice for noble pursuits.
- (vii) Saankalan It is a collection of Saraswati Vandana, Geet, Bhajans—36 Slogans.
- (viii) I Paryavaran. The book is on importance of a neat and pollution free environment in human life and the measures to be taken for protection and conservation of environment.
- (ix) Kkal Ki Geet It highlights the two major problems of society namely increasing population and early marriage.
- (x) IIska Bhi Hal Hai Its a collection of two stories—one about a small and happy family and another about a large and unhappy family and how they stand out in sharp contrast with each other.
- (xi) Pr'roudh Shiksha I Darpan Mela This will be a set of 10 publications on ten human values. Of them three have already been prepared namely (a) faith (b) truth (c) empathy.

Folders (8)

- (i) SRC Folder It highlights the objectives and role of the SRC.

(ii) **Proudh Shiksha Aur Hamari Panchayats** It depicts the role and responsibilities of Panchayats in the effective implementation of Adult Education Programme.

(iii) **Jan Sankhya Shiksha Awasyak Kyon** It emphasises the need for population education for a better family, better society and a better nation.

The following pamphlets have been published on legal literacy :

- (i) Prevention of Dowry Act
- (ii) Hindu Succession Law
- (iii) Hindu Adoption Law
- (iv) Hindu Maintenance Law
- (v) Hindu Marriage Law

These are teaching and learning materials intended to promote awareness of the neoliterates about the provisions of certain social welfare laws which have bearing in their lives and particularly the lives of women.

The Director, State Resource Centre was advised to prepare the following additional pamphlets on legal literacy :

- (i) Minimum Wages Act, 1948
- (ii) Bonded Labour System (Abolition) Act, 1970
- (iii) Equal Remuneration Act, 1976
- (iv) Maternity Benefit Act, 1961
- (v) Contract Labour (Regulation & Abolition) Act, 1970
- (vi) Interstate Migrant (Regulation of Employment and Conditions of Service) Act, 1979.

The State Resource Centre has brought out one comprehensive booklet on programme literacy (containing basic and essential information on the following programmes :

- (i) Integrated Child Development Scheme
- (ii) Training Scheme for Employment of Rural Youth.
- (iii) Integrated Rural Development Programme
- (iv) National Rural Employment Programme
- (v) Rural Labour Employment Guarantee Scheme.
- (vi) Crop Insurance Scheme
- (vii) Schemes of Agriculture Deptt.
- (viii) Social Security Pension

Instead of one booklet, it may be advisable to think in terms of specific pamphlets for each of the development programmes.

Calendar (a set of 12 visuals)

The State Resource Centre has developed rapid literacy learning techniques in a calendar form. The calendar is a combination of.

- letters which acquaint the neoliterates with alphabets.
- arousing the consciousness through letters with a story at the back of it to make them more meaningful.
- Simple situations which are easily intelligible and with which the neoliterate is familiar.
- easy for the instructor to teach as it provides salient talking points.
- back blank page which serves the purpose of workbook and provides salient talking points.

With reduction in the duration of learning, the capsule for post-literacy should be small, compact and yet it should cover all important subjects relevant to the life of the rural poor.

A comprehensive package of development materials captioned "ज्ञान काण्ड" has been designed which is a very good compilation of information from all development deptts. It will take some more time to have the manuscript ready in full form.

I discussed at length the strategy of material production with the Director and all the staff members. Materials are being designed in a conference of creative thinkers, artists and even learners and are sent for field testing. It is on the basis of the feedback which is obtained after field test that the materials are finally adopted.

I also went through couple of teaching-learning materials for women. These materials which have been produced earlier (the Bharatiya Grameen Mahila Sangh has to its credit one of the oldest primers for women) have projected women in a traditional mould as a daughter-in-law, housewife and mother. The National Literacy Mission document speaks in terms of equality and empowerment of women. This would mean essentially two things, namely, help women to be aware of the causes and factors of their oppression, deprivation and exploitation and invest them with such tools and techniques which would promote their empowerment. Secondly, women should be empowered with an objective and that objective is to enable them to participate effectively in the affairs of the family, society and the nation. Women may be perceived as women at home and women at the work place. Women at home put in lot of domestic labour but are not paid for the same. Instead, they are illtreated. They do not have access to all the informations which concern the family, not to speak of access to the wider world of information outside home and family. The objective of the primer should be to bring out this aspect in a telling, appealing and imaginative manner as would generate lot of

instinctive, natural and spontaneous respect for the dignity of labour of women (something which is different from pitying them or sympathising with them because they have been placed in a difficult and helpless situation). The second aspect is the plight of women at the work place. There are certain occupations and various operations of an occupation like sowing and harvesting which are carried on jointly by men and women. There are, however, certain other occupations like grasscutting, collection of tendu leaves, sal seeds and sal leaves (which are quite common to the tribal areas of Orissa and Madhya Pradesh), collection and processing of minor forest produce, beedi rolling and packing, deweeding and transplanting, carrying fish and vegetables to the nearest market, preparation of the clay for the pottery, processing of yarn for weaving, a number of operations in brick kilns such as carrying the raw bricks to be spread in the sun, turning the bricks on all sides for even drying, various operations in building and construction work which are carried on either exclusively by women or women workers are engaged in substantially large numbers. This is because some of these items of work are so tedious and exacting that men avoid doing them for selfish reasons. But engagement of women in these operations in large numbers places them in a highly exploitative situation. They are not paid same wages for same or similar nature of work. This is despite the fact that we have ratified the ILO Convention on Equal Remuneration and have enacted the Equal Remuneration Act, 1976. The law is openly violated not because the employer does not have the capacity to pay but because of certain fads, bias and prejudice against women. Sex-based discrimination against payment of remunerative wage to women is open and pronounced. The objective of the primer (to be designed exclusively for women) should be to highlight this sex-based discrimination in such manner that it would make women aware of the generative sources of the handicaps affecting their lives as would also equip them with the strength to fight for and eventually get their rights. It should be remembered that like war, inequality begins in the minds of men and starts taking firm roots over the years to grow into one what is known as discrimination. This will have to be nipped in the bud rather than tolerated and it can be eliminated if we have literacy as a powerful weapon in the hands of women.

Continuing Education

The State Resource Centre has started production of number of titles in right earnest. So far 25 titles have been prepared. These will be valuable inputs for the libraries and reading rooms of Jana Shikshan Nilayams. Madhya Pradesh is a very large state which has a tribal belt (Bastar, Raipur, Sahadol, Betul, Jabua) dry belt (Satna, Rewa, Sidhi), irrigated belt (Hoshangabad). The linguistic and pedagogic requirements of these regions are necessarily different. The State Resource Centre does not have materials on the geographical, geophysical, geohydrological, environmental and agro-climatic conditions obtaining in these districts. It does not have complete information on the cultural profiles of the people of these regions. Most of the personnel of the SRC are urban

based. They do not seem to have intimate personal knowledge about the conditions obtaining in these districts. It is essential that the SRC library is well stocked with these books which would facilitate familiarisation with the state's scenario which can be supplemented by field visits. It is also essential that the staff who are designing primers and supplementary materials for members of the ST Community possess firsthand knowledge of tribal languages of the state. A scheme for providing incentives for learning tribal languages/dialects by the staff of the SRCs may be introduced in such States as have a concentration of ST population.

The State of Madhya Pradesh may be broadly divided into 5 linguistic divisions as below :

Region	Languages (dialects)
1. Bundeli	Pawari, Khatola, Baupuri
2. Bagheli	Tirhari, Ghoti, Jujhar, Gondwari.
3. Chattisgarh	Korku, Kuraon, Gondi, Bhunau, Dandami, Abujmadia (those who live in ravines) Halvi, Bhatari, Sahari
4. Malwa	Malvi and Rallavi.
5. Nimaadi	Bhilli, Billati.

Number of people speaking some of these languages/dialects is as below :

Bhilli	18 lakhs
Bhillali	3 lakhs
Halvi	3 lakhs
Chattisgarh	29 lakhs
Bagheli	5 lakhs.

The State Resource Centre has included preparation of primers in these languages/dialects in collaboration with the Tribal Research Institute, Bhopal in its action plan for 1988-89. One such primer 'Amto Jeevan' in Halvi has already been produced, field tested and adapted.

Training

There are 64 RFLPs and 48 SAEPs in operation in the State of Madhya Pradesh. There are 30,000 Adult Education Centres. Normally, there should have been 112 project Officers, 112 Asstt. Project Officers (Prior to adoption of the revised pattern of RFLP, 1000 supervisors (30 centres per supervisor prior to adoption of the Jan Shikshan Niyalam). Unfortunately, however, there are large vacancies in all cadres such as 77 POs as against 112, 41 APOs as against 112, 560 supervisors against 1000 sanctioned, 225 District Adult Education Officers against 35 sanctioned (in a State with 45 districts). There

is a heavy backlog in training of these functionaries as would be evident from the following :

Name of the Functionaries	In position	Number trained
DAEO	25	22
PO	77	54
APO	41	18
Supervisors	560	391

In most of these cases training has been a one time affair and there has been no recurrent training.

The State Resource Centre has brought out two important publications on the training of instructors namely (a) training methodology (b) training manual. The training methodology has been based on the following concepts and principles :

- (i) Training is a participative process. Such participation should start from the formulation of the training methodology to the training process, from the physical arrangements for training to an evaluation of training curriculum.
- (ii) Training is a process of education for both the trainer as well as the trainee. Both of them should treat each other essentially as learners and treat each other with dignity, respect and equality. Training provides an opportunity for exchange of ideas, experiences and skills.
- (iii) Training should be on the basis of discussion relating to problem identification and problem solution. The training instructor may set in this process but may not necessarily have to take the lead. Discussion to be meaningful has to be a totally participative process.
- (iv) Training should be based on experience i.e. experience of the trainer, of the trainee and of the experience of the members of the whole community. It should be as near the place of work or as proximate to the life situation as possible.

There is one important component of National Literacy Mission which needs to be incorporated into the training methodology. This is the extent to which the instructor is able to perceive the progress of every learner and has to enable the learner to perceive that progress and the benefit which comes out of it.

The training manual is in 2 parts. Part I deals with the minute to minute and day to day transaction in the 11 day old training programme. Part II deals with recurrent training for 10 days and is under preparation. The entire exercise of preparation of teach-

ing methodology and manual has been a collective and participative exercise involving staff of SRC and the instructors.

Few important aspects which are missing from the Manual of Training of the Supervisors and the Project Officers are (1) monitoring of data from the field and ensuring their accuracy and authenticity (2) what should be the relationship of the District Adult Education Officer and Project Officer on the one hand and Project Officer and the supervisor on the other (3) Distribution of workload and area of operation amongst the 4 Asstt. Project Officers under the revised pattern of RFLP (iv) what should be the approach of DAEO and PO towards Voluntary Agencies in the context of mobilisation of large number of VAs under National Literacy Mission.

Training under the Mass Programme of Functional Literacy involves training of master trainers (Programme Coordinators and Programme Officers) and training of volunteers. While the SRC is directly concerned with the first, the training of volunteers is conducted by respective colleges. State Resource Centre is also concerned with production of Literacy Kits.

Madhya Pradesh has 9 Universities with 444 colleges and about 1.77 lakh students. Eight Universities have Depts. of Adult and Continuing Education. All the 9 Universities have co-ordinators for national service scheme at University level. Of them, however, hardly 20% of the students are involved as volunteers in the Mass Programme of Functional Literacy, the break-up of the number of volunteers involved in the 3 years being as below :

1986-87	20,490
1987-88	24,970
1988-89	33,100

The kits produced and distributed do not, however, correspond to the above number, quite apart from the fact that there is a gap between the number of kits produced and distributed.

1986-87	46000	39,580
	kit produced	distributed
1987-88	20,000	16,324
	kit produced	distributed
1988-89	35,000	28,000
	kit produced	distributed

No information is available with the State Resource Centre about the training of the volunteers. This is an important area on which no information/feedback is being monitored either by the State Govt. or the State Directorate or the SRC.

I went through the contents of the Literacy Kits. The same primers and workbooks as are supplied to Adult Education Centres have also been contained in the literacy kits meant for the student volunteers. This appears to be wrong in principle. The adult

literacy programme is spread over a period of 500 hours (Ist phase 350 hrs and IInd phase 150 hrs) or about 1 year (8 months+4 months) whereas the mass programme for functional literacy is spread over a duration of 150 hrs. It has, therefore, to be much more compact, simple and manageable than the first. The Director State Resource Centre may think over this anomaly and provide necessary corrective by introducing a different type of primers which can be covered in a shorter period.

The evaluation of the learning outcome is contained in two cards one preliminary and another final. The norms and parameters of literacy and numeracy have been given in National Literacy Mission document (Appendix I). The instructions meant for the volunteers should also incorporate these revised norms (as in Appendix I). The Director, State Resource Centre may examine if the evaluation sheets should be in terms of 'good' 'very good' 'average' instead of connotations like 'cent per cent literacy' and partial literacy in the preliminary form and 'yes' 'no' in the final form.

Out of 740 master trainers (who were invited for training), 449 have been trained so far. The training is being imparted in the Universities for a day with the help of resource persons (on different dates). The master trainers being invited for training have desired that this should be extended to three days. This deserves consideration (similar requests/demands have been made elsewhere).

In Mass Programme for Functional Literacy, the NCC master trainers and volunteers have not availed of the training so far. The matter needs to be taken up with DG, NCC.

An impact study of the mass programme for functional literacy in Madhya Pradesh

The MPFL was introduced in Madhya Pradesh like rest of the country in May '86. It has continued since then although its base has been considerably widened since 1986. The State Resource Centre was closely associated with the programme from the beginning by way of production and distribution of literacy kits designed for the student volunteers and by way of imparting training to the key functionaries (master trainers) of the programme.

The SRC, therefore, thought it appropriate to undertake an impact study so that a factual picture will emerge which will facilitate the operational agencies for improvements in planning and implementation.

There is nothing new or radical or innovative in the mass programme for functional literacy launched in May '86 although there was a clear and unmistakable commitment to the entire process based on 'Each one—Teach one'. Dr. Frank Laubach, the advocate of 'Each one—Teach one' had observed that a poor country like India can ill afford a literacy programme involving armies of teachers and school buildings and financial requirement of millions of rupees and even then would not succeed in motivating illiterates to join adult education centres or classes after a hard day's labour in pursuit of meagre wages.

The experiment has been tried from time to time with varying degrees of success or failure in different parts of the country. It was initiated as early as 1958 in the undivided state of Bombay and later in Punjab in 1950. The strength and weaknesses of the experiment cannot be any more or any less than the strength and weaknesses of the University system. The probity, rectitude and orderliness of the University system is bound to reflect itself on the character, integrity and discipline of the programme Co-ordinators and student volunteers. Similarly the indiscipline, disorderliness and lack of integrity of the University system is bound to affect the nature and character of implementation of the programme. The success or failure of the programme is closely inter-linked with the manner in which the examination system is being administered in the Universities. If that system is irregular and chaotic, it is futile to hope that there can be any order or discipline in the implementation of the MPFL.

This hard but unpleasant truth has been reflected in an abundant measure in the impact study of MPFL conducted by the State Resource Centre. Even when the study planned 10% sampling at random from 3 Universities i.e. Raipur (tribal and rural), Gwalior (rural and semiurban) and Jabalpur (urban), the State Resource Centre could not work on the strategy planned because of the non-involvement of both the student volunteers and learners. What was shown on record was contrary to the actual participation at most of the places. It was most shocking when investigation revealed that a large number of student volunteers enlisted did not carry out the work entrusted to them and the programme officers had also not contacted them nor followed the work. It is most distressing to know that some of the volunteers when interviewed responded that they had no interest to carry on the 'Each one—Teach one' work or were not briefed nor trained for the job for which their names found place in the list of volunteers prepared by Programme Officers.

The State Resource Centre has regretfully stated in the impact study report that officials holding key positions in the Universities and Colleges and district administration were least interested to evaluate their own participation in the context of the role assigned to them at the top of the programme. The attitude revealed by the study was shockingly negative, 'As if MPFL is nobody's job'.

The report is full of grey areas; there are also some silver linings here and there. The findings could broadly be summarised as below :

Findings

Training Profile

- (i) Within a very short time after it was recognised as the SRC for Madhya Pradesh, the Bhartiya Gramin Mahila Sangh completed all the rounds of Master Trainers' Training in a record time and much before the commencement of MPFL in MP.

- (ii) Out of 552 Officers proposed for master trainers' training, 465 officers actually participated.
- (iii) Barring a few colleges, the training of student volunteers was overlooked by the master trainers and programme officers.
- (iv) Barring a few, no District Adult Education Officer or Project Officer was associated with the training programme as was expected.
- (v) The reaction of a number of volunteers giving no information about the training received clearly indicates the lack of motivation among the volunteers and indifference towards the programme. Proper training could have changed this attitudinal behaviour.

Volunteers profile

- (i) The Programme Officers did not do justice to the task of selecting the right type of volunteers. They failed to motivate the volunteers after selection. The learners cannot be motivated unless the student volunteers are fully motivated.
- (ii) In a sample of 411 volunteers the drop out was recorded to be 49% which is more than 25% drop out of other centre based adult education activities in the state.
- (iii) In one urban university, the volunteers enlisted were found on paper only. Investigation revealed that they were neither interested nor sincere nor prepared to work and did not turn the task assigned to them.
- (iv) On the spot investigation in another university having rural urban jurisdiction revealed that student volunteers enlisted adult learners who were already the clientele of adult education programme run in the place by the centre for adult continuing education.
- (v) The information sheet for evaluation of volunteer and learner which was supplied to the volunteers was never used. The Programme Officers never paid any attention to this important aspect for monitoring and for evaluation of the outcome of the programme on dependable data of information.

Learner file

- (i) By and large, no proper system of identification of adult learners by the volunteers was followed; the Programme Officers had also not attached any importance to this component of their work. They did not either guide or assist the student volunteers in proper identification and selection of his clientele.
- (ii) In one case, the Programme Officer had allowed the student volunteers to select

adult above 35 years ago so that the quantitative target would be attained.

- (iii) A large number of learners as well as volunteers involved in the programme were only on paper and no accountability was fixed for this gross negligence.
- (iv) Motivation of the learners which is the crux of the whole programme was completely overlooked.

Literacy Kits

- (i) The number of kits supplied by the SRC Indore to the Universities was four in excess of the actual need. Responsibility for such excess indent should be fixed.
- (ii) The number of literacy kits which are lying unutilised with the Universities, colleges the student volunteers, office of District Adult Education Officer, etc. should be completely assessed and action taken to properly utilise them in the coming years be taken.
- (iii) The student volunteers could not cover even 50% of the curriculum prescribed for attainment of basic literacy.
- (iv) Majority of the learners followed the lesson of the primer and the words introduced in the primer only partially and not wholly, which again becomes a reflection on the quality of training of student volunteers.
- (v) After the commencement of the programme or sometime after a month or two, either the volunteers or the learners dropped out. The participation of both volunteer and learner in the programme was most irregular.
- (vi) In few cases where the learners' participation was regular, they could make a satisfactory progress in reading, writing and numeracy. The level of functionality and awareness was not upto even average marking. The student volunteer was not well oriented in these spheres.
- (vii) There was no effort to link the programme with development activities run by different functionaries in the area.
- (viii) One outstanding student volunteer could succeed in imparting literacy within 150 hrs to one adult learner aged between 15-20 but he could not succeed within this time span in the case of a grown up adult between the age of 30-35 years.
- (ix) There was a general satisfaction regarding the literacy kit, its content and usefulness. In tribal and few other areas of Bastar and Raipur, learners and volunteers expressed their views for supply of literacy kits in their spoken language.

Of late, Railways have approached the SRC for supply of materials and for imparting training to their functionaries. This is in conformity with the policy accepted at the national level in consultation with the Railway Board. The SRC is in the process of preparing a special type of instructional material suiting the felt needs and interests of the railway employees. The SRC is shortly going to organise a training programme for about 50 centres at Bilaspur and Bhopal. All necessary arrangements for this have been made.

Since the State Govt. are going to shortly open 900 JSNs and appoint 900 preraks, the State Resource Centre will have to do a detailed perspective plan for training of these Preraks at decentralised locations where residential facilities are available.

The training module for the Prerak will have to be somewhat different from what it is for the supervisors. In addition to overseeing the working of the ARCs, the Prerak will have to take the initiative to organise a plethora of activities in the JSN, such as (a) conducting evening classes for upgradation of skills (b) conducting charcha mandals (c) conducting simple and short duration training to the neoliterates in agriculture, animal husbandry, forest, fisheries, sericulture, health, family welfare and a host of other areas which are of direct interest and relevance to their lives (d) educational, recreational and cultural programmes (e) dissemination of information pertaining to a number of development programmes. The training module for the Prerak will have to cover all these activities some of which (like Charcha Mandal) are old and some others would require lot of conceptualisation and homework. Illustratively, when we speak of simple and short duration training, we have to identify the felt needs of the target groups, the skills which they have, skills which they had but which are defunct now, skills which need to be sharpened and refined, skills which need to be imparted afresh, persons who will impart them, the manner of imparting etc. Similarly, when we speak of JSN as a single window for developmental information we have in mind a host of things such as (a) identifying what type of information is needed to suit the requirements of rural poor (b) how to collect the information (c) how to store it (d) how to retrieve it and (e) how to apply it.

In order that every training programme is truly participative and effective, there is need for supplementing the efforts of the SRC by a team of resource persons drawn from outside. An inventory of resource personnel has accordingly been drawn up by drawing persons from the Universities and Government. Yet another inventory of creative thinkers, writers and artists has also been prepared and they are being involved in organising workshops, literacy jathas and caravans and other mobilisation efforts.

Mobilisation for Literacy

The State Resource Centre is organising a workshop at Ujjain from 6th to 8th October, 88 which will be attended by a number of artists of Kalapathak (a squad of 7 artists) with a leader who is known as Pramukh Kalakar or Sutradhar. Kalapathak has

branches in all the 45 districts. A separate workshop will be organised for Kalamandali (a Registered Voluntary Agency). The mobilisation will be in shape of songs, plays and role plays which will be recorded and cassettes will be widely circulated for creation of an environment.

With a view to promoting legal literacy and extensive awareness of the provisions of Labour Welfare Laws, Social Welfare Laws and tenancy laws, the State Resource Centre has conducted 6 Workshops at Shivpuri, Mansur, Chattarpur, Deewas, Susner and Rao. These workshops were attended by Mahilla Mandal representatives, Instructors and Cooperative Personnel (numbering 171).

Another Workshop was conducted at Panchmari in March 1988 to bring about an integration between adult education and science and technology, a point which was so much emphasized by the Kothari Review Committee on National Adult Education Programme. The SRC has been in close and constant touch with Eklavya, another leading voluntary organisation of Madhya Pradesh devoted to the cause of popularisation of science.

Concurrent evaluation of adult education programme

The State Resource Centre has conducted a number of evaluation studies of the adult education programme in Madhya Pradesh which were implemented through the rural functional literacy project, state adult education project, impact study of the training of supervisors etc. The findings of these studies are revealing, not so much of the weakness of the programme but of the faulty manner of its implementation. Some of these findings are :

- (i) There is a wide gap between the date of commencement of the Project and date of supply of teaching learning material. There is a delay in release of funds.
- (ii) The appropriate teaching methodology for adults was not followed. What was followed was the alphabetical method which is least desirable.
- (iii) The adult learners can copy the written material well but most were found unable to read.
- (iv) The learners desire a lot more in their occupational fields.
- (v) Women prefer separate centres exclusively for themselves whereas the percentage of female centres was 229 only. Common centres for both men and women do affect the attendance of women.
- (vi) Majority of the learners are living below the poverty line.
- (vii) Although literacy does not mean the ability to read and write only, this ability was far below the expected level.
- (viii) In the third phase i.e. after the 1 year period only 9% learners were able to write an application while only 28% were able to write the number up to 100.

- (ix) The materials given for learning especially primers were heavy and the learners were not familiar with the words used in them.
- (x) Adult literacy did not produce the desired impact on the day-to-day lives of the learners. Some of the traditional customs which can hardly be supported and which have been continuing for generation do continue unabated even now.

The Bharatiya Grameen Mahila Sangh has been sanctioned 600 centres (2 RFLPs) in quick succession. These centres are operational and I visited couple of them in the vicinity of Indore with a view to obtaining a first hand knowledge about their performance and operational problems, if any. Following are some of my general impressions on this visit.

- (i) There are centres exclusively for women; there are also centres exclusively for members of SC Community. Despite inclement weather (it was raining heavily) and muddy tracks, attendance in these centres was encouraging.
- (ii) Not so, however, was the case in men centres where attendance was a negligible fraction of what it ought to be.
- (iii) The reason assigned for such poor attendance was the festival time as also the fact that most of the people were suffering from gastro-enteritis.
- (iv) Teaching learning materials were supplied by the SRC and were generally of good quality. The teaching methodology, however, was neither sound nor inspiring. This is a reflection on the poor quality of training of the instructors which is to be imparted by the Project staff of the Mahila Sangh.
- (v) Extensive wall writings which are usually statements made on the need for and relevance of literacy is a good aid for such teaching and should be extensively used for the purpose; well visualised and well illustrated charts should also be used in large number for this purpose.
- (vi) In the male centres, a good learning environment was conspicuous by its absence. The learning environment is the product of motivation of the instructor to teach and that of the learner to learn. Most of the male learners are landless agricultural labourers. They are hardly left with any leisure or freedom to go to the Adult Education Centres on their own unless we have highly motivated Instructors who can approach them and mobilise them with the right motivational spirit. Lot of empathy and sensitivity is expected from the Instructors in this regard which is lacking.

The SRC is responsible for conducting training of Supervisors (Preraks) and an evaluation study the

impact of this training done on a sample basis in respect of 2 Projects reveals many plus points such as :

- (i) After training the supervisor is able to define his/her role more clearly.
- (ii) He/she is adept in the art of training the Instructors.
- (iii) The training has helped mobilisation of local resources and community involvement.
- (iv) It has also helped in proper evaluation of the learning outcome.
- (v) It has helped in establishing a rapport with other development departments.

Administration

The State Resource Centre is functioning in a private rented building with a floor space of 2500 sq. ft. The rooms are small and there are a number of deficiencies in the present accommodation. These are :

- (i) There is no Conference room, training room, room for laboratory and workshop where the technician could process films, slides, etc.
- (ii) There is no place where the graphic artist can sit and draw sketches, charts, posters, etc.
- (iii) In the context of enlargement of the scope of the mass programme of functional literacy we will require lot of additional space for storing books, booklets, teaching aids, other learning materials on a large scale. There is hardly any space even to accommodate the present requirement.

The requirement of additional space should be assessed correctly and quickly. We should go in for a suitable plot of land and plan construction of our own building for the SRC. The plan for the new building should take care of the genuine needs of a SRC as have been broadly indicated at (i), (ii) & (iii).

Terms and Conditions of Service and Employment

The revised sanction order issued after reorganisation of the staffing pattern of the SRCs envisages recruitment of a total staff strength of 23, out of which 22 have been recruited already. The lone post which is lying vacant may be filled up soon.

It was stated that the scale of pay for the Research Associates/Assistants i.e. Rs. 1400-1600 is too low to attract talent. It should have the minimum scale of pay of a lecturer. This is necessary if the research wing is to be strengthened.

It was stated that the allocation of Rs. 20,000/- under TA/DA is considerably less than what will be needed according to the revised pay scales and TA rates of the 4th Pay Commission. The allocation under TA needs to be substantially increased keeping in view the following considerations :

- (i) The Madhya Pradesh is a large and sprawling state with a number of far flung areas

involving travel for the staff of the SRC over long distances. In such a situation more night halts are imperative.

- (ii) It is imperative that in the context of conceptualising and executing production of standard learning materials for fulfilling the objectives of National Literacy Mission, a large number of workshops will have to be organised involving a number of creative thinkers, writers and artists representing different regions of the state. Recurrent training of a large number of functionaries on a decentralised basis will have to be organised. Series of mobilisation efforts (such as literacy jathas and caravans) will have to be undertaken for creation of environment conducive to literacy and learning.

The State Resource Centre needs to be provided with an independent telephone. The present telephone is the office telephone of Bharatiya Grameen Mahila Sangh. Since there is no separate provision, it draws heavily from the provision under contingencies. The desirability of making a separate provision for telephone for all the SRCs which are being managed by the voluntary agencies and are being funded by the Ministry of Human Resource Development on 80 : 15 : 5 basis may be examined.

Easy availability of paper at inexpensive rates is one of the major problems of all SRCs (except those which are located in metropolitan cities of Delhi, Calcutta, Bombay, Madras and Ahmedabad). This problem should be viewed in its proper perspective now as well as for the 8th plan period. The total requirement of paper for the SRC, Madhya Pradesh is about 5 tons. There should be a provision for getting this paper from out of Government quota. The matter may be taken up with the Ministry of Industrial Development and Directorate General of Supplies and Disposal.

General

As a voluntary agency, Bharatiya Grameen Mahila Sangh, Indore has behind it nearly three decades of dedicated social service with Smt. Erishna Agarwal its founder dominating the centre of the stage. As the State Resource Centre, barely during three years of its existence, it has many achievements to its credit. Some of these achievements have been recognised by Dr. Prayag Mehta in his evaluation study of the SRCs. These achievements are (i) production of a good number of well visualised and well illustrated

teaching learning materials, (ii) preparation of materials in languages spoken by large groups of people (a beginning has been made with "Ancho Jeevan" in Halvi) (iii) organising a number of workshops of creative thinkers, writers and artists for designing and testing of materials, (iv) preparing training curriculum and training materials and organising training programme for large number of adult education functionaries, (v) undertaking a population education project with financial assistance from UNFIPAA, (vi) Providing academic and technical resource support to the mass programme of functional literacy. The SRC has been able to carry out these functions with economy and efficiency, Partly on account of its service oriented tradition but largely on account of the Calibre, competence and spirit of dedication of its officers and staff members. The policy of recruitment and personnel management adopted by the SRC has helped to attract talent on the one hand and sustain the morale and motivation of the staff to contribute their very best to the organisation on the other. Over the years, the SRC has maintained excellent liaison and working relationship with the State Government who have gone to the extent of providing a liaison room for the SRC at Bhopal. (Considering, however, the large size of the State, its predominantly tribal population, the large number of languages and dialects spoken by them (which are different from Hindi which is the state language), uneven economic development of different regions of the state, the SRC will have to do a lot more if it has to effectively meet the challenge arising out of pedagogic and training needs of National Literacy Mission. Some of these have been stated by Dr. Prayag Mehta in his report and these are (a) preparation of a large number of primers in about 546 languages/dialects spoken by large groups of people (particularly tribals) (b) establishing more intimate contact with field programmes (c) reorienting the entire training function to make it more participatory, (d) co-ordinating the work of Preparation of materials with other Hindi speaking States, (e) integrating the materials fully with the objectives of NLM, (f) taking up environment building along with institution building for spreading the message of literacy through caravans, padyatras, exhibitions, etc. which the SRC has not taken up so far. With the dynamic stewardship of the President of the Sangh (who is also the President of the SRC), the fountain of energy and constructive work that she represents, the high sense of responsibility and devotion to duty, calibre and competence of the staff and the long tradition of dedicated social service, one should be in no doubt about the SRC accomplishing its goals in due course.

REVIEW OF NATIONAL LITERACY MISSION IN MADHYA PRADESH

(22⁷TH TO 30TH MAY, 1989)

Introduction

I had been to Madhya Pradesh for a in-depth review of the pace and progress of implementation of National Literacy Mission from 27th to 30th May, 1989. Prior to my visit to the State, a comprehensive questionnaire on various aspects of the review was circulated to all State Governments/UJT Administrations including Madhya Pradesh. A copy of the questionnaire is enclosed (Annexure I). In addition to conducting the review in terms of the various points listed in the questionnaire in the terms of the various points listed in the office of Director, Social Welfare and Panchayats—Shri Suraj Prakash, I visited Sehore, Hoshangabad and Betul Districts on 28th and 29th May, 1989, met the Collectors/District Mission Leaders, other district level officers and spoke to them about the modality of bringing about a closer integration between adult education and other development programmes related to agriculture, animal husbandry, veterinary, fishery, health and family welfare, environment, rural development, women and child development etc. I visited JSNs at Thuna, Bhaikhedi, Brujis Nagar, Ladkui, Salkanpur in Sehore district, JSNs at Deora in Hoshangabad district, JSNs at Bhaura, Sahapur and Jamthi in Betul district, adult education centres at Jamthi and Sahaganj and interacted with large number of adult learners, neo-literates and members of the village community on various aspects of adult education programme such as motivation for basic literacy, post literacy and continuing education, general working and living conditions of the people and the constraints which inhibit involvement of large number of adult illiterates in rural areas in the programme, bringing functionaries of other development programmes closer to adult education, etc. I also had the occasion to see the working of various institutions like Gram Panchayat, Janpad Panchayat and Zilla Pan-

chayat, the extent of their involvement in adult education programme and the various facilities and amenities made available by them for making JSNs operational in number area. On return to Bhopal, I called on the Chief Secretary—Shri R. N. Chopra, and appraised him about my field visits and also the various problems and constraints in implementation of the Mission in Madhya Pradesh. I also met the Principal Secretary (Education)—Shri S. C. Behar, and discussed with him about involvement of teachers and students of universities and colleges in NLM under MPFL. I was happy to know from him that a 3-day Conference of Vice Chancellors (from 1 to 3 June, 1989) was being organised at Bhopal in which National Literacy Mission will be one of the major items for discussion. I also called on the Home Secretary—Smt. Nirmala Buch and discussed with her a plan of action for involvement of prison management and staff in NLM (this is an issue which has been long pending for action with the Government of Madhya Pradesh). I could not call on Shri J. N. Kaul—Principal Secretary, Rural Development, Panchayat & Social Welfare and the Development Commissioner as he was away on tour to Delhi. The Secretary, Rural Development and Panchayati Raj—Shri Atul Sinha; Director, Panchayat and Social Welfare—Shri Suraj Prakash, and Director, State Resource Centre—Shri D. D. Sharma, and senior officers of Panchayat and Social Welfare Department were good enough to participate in the review throughout. Placed below is a SWOT analysis, i.e., an analysis of the Strength, Weaknesses, opportunities and the threats of National Literacy Mission in Madhya Pradesh which is based on the field visits and the impressions gathered therefrom and subsequent discussion held with the Chief Secretary, Secretary, Rural Development, Director, Panchayat and Social Welfare and Director, State Resource Centre.

CHAPTER I

BACKGROUND AND RATIONALE OF KEEPING ADULT EDUCATION WITH PANCHAYAT AND SOCIAL WELFARE DEPARTMENT IN MADHYA PRADESH

Initially (1948—52), the subject of adult education was being handled by Education Department and was known as Social Education. In 1952, a Commission was appointed under the Chairmanship of Justice Mangalmurthy to go into this question. The Commission had felt that social education implies close involvement of local people, building up of local grassroot level leadership and could be best implemented by the Panchayati Raj and Social Welfare Department. The government accepted the recommendations of Mangalmurthy Commission, created a separate Directorate of Panchayat and Social Welfare in Madhya Pradesh and entrusted the entire responsibility of administration of adult education to this Directorate. This arrangement has been incorporated in Section 44 of Madhya Pradesh Panchayat Adhiniyam, 1981 (although the terminology use is Education & Social Education). By an order dated 30-10-85 the Social Welfare Department has entrusted the responsibility of management of RFLPs running 300 AECs and SAEPs running 100 AECs and any other programme related to adult education for which grant-in-aid is received from Government of India to the Gram Panchayats.

Strength of the System

There are 459 CD blocks with 23,523 Panchayats in Madhya Pradesh. The process of election has, however, been completed in respect of 18801 Gram Panchayats and elected representatives are in position in all these GPs. The latter have been entrusted with a plethora of functions on the strength of order issued by the Development Department. A large number of development functionaries have also been placed at the disposal of the Panchayat. These are VLW (Agriculture), VLW (Rural Development), Samiti Sevak, Patwari, Stockman, Jan Swasthya Rakshak, Aanganwadi Worker, Lady VLW, etc. These functionaries could be for one Panchayat or a group of Panchayats. Adult literacy being key to development activities in its totality, it was felt that administration of adult Education by the Panchayat would provide the right type of linkage and integration between adult education and other development programmes. Such an integration can take place in the following manner :—

- Ensuring that the development functionaries regularly visit the AEC, spend time with the adult learners, interact with them about the various plans and programmes of their respective departments and help them as to how they can reap the benefit of those programmes.
- Ensuring that various materials and literature produced by the development departments, such

as, brochures, charts, posters, pamphlets, find their way to the adult education centre as also to the JSNs and are extensively used by the instructor while imparting adult literacy.

- Making use of the development functionaries for imparting simple and short duration training to the adult learners/functionaries at the JSNs.

The other strategies of the system are :

- The Sarpanch, the Chairman, Janpad Panchayat and Chairman, Zilla Parishad being representatives of the people can help in spreading the message of literacy, in convincing the adult learners about the need for and relevance of literacy and mobilising and motivating them to go to the adult education centre and JSN and to continue interest in adult education for a long time.
- The resource of the Panchayat can be made available for location of the adult education centre and JSN.
- Visit of the elected representatives of the people in the Panchayat to the adult education centres would also help in identifying the felt needs, preferences and interests of the learners and in solving some of their day to day problems related to employment, wages, etc.
- Such visits would also help in identifying the quality of work which was being done by different departments and in finding out outstanding community workers.

As a matter of fact, a good beginning has been made in all the areas listed above. Detailed instructions have been issued from various development and subordinate formations to the effect that—(a) they could make available development materials and literature such as pamphlets, charts, posters depicting various development activities to the AECs and JSNs; (b) visit the AECs and JSNs at close and regular intervals, spend some time with the adult learners and interact with them on matters which are of direct interest and relevance to their lives. Many of these instructions, including those issued by the Director, Panchayat and Social Welfare, speak of volumes of imagination, foresight and deep commitment of development departments to adult education. Unfortunately, however, these instructions are yet to fully percolate down to the grassroot level and are to be fully implemented.

Weaknesses of the system

Many Sarpanches and Chairman, Janpad Panchayats even now are sceptical about the need for and relevance of adult literacy and are doubtful as to whether the same can be effectively sold to the people as a product. This is unfortunate in view of the clear provision in MP Panchayat Adhiniyam, 1981 and the subsequent government orders which have been issued in 1982 and reiterated in 1985 in which the duties and responsibilities of Gram Panchayats, Janpad Panchayats and Zilla Panchayats vis-a-vis adult education programme have been clearly outlined.

There is often clash of interest between panchayats as representatives of people and voluntary agencies and social action groups in mobilisation and involvement of people and development works and in actual execution of development works. The NLM speaks of mobilisation and involvement of large number of

voluntary agencies and social action groups to make literacy a people's Mission and mass movement. There are 2 considerations which weighed in our mind to go in for this. One is that a non-formal programme like adult education which is at once complex and difficult cannot be implemented by Government functionaries in entirety; government's role needs to be supplemented by others and particularly volunteers imbued with a spirit of social service and patriotism. The other is the severe constraints of resources for which it is not possible to go in for any large scale expansion of the centre-based programme but to supplement the existing centre-based programme by a massive volunteer-based programme with the help of voluntary agencies. The Panchayats and voluntary agencies should not, therefore, see any threat to each other's existence but should graciously accept each other's role as partners of the Mission and should try to supplement and strengthen each other. This, however, remains to be translated into reality.

CHAPTER II

COVERAGE, PRIORITISATION, EQUITY AND DISPOSAL OF RESOURCES AMONGST DIFFERENT REGIONS OF THE STATE TO SPREAD LITERACY

The census of India—1981 (Occasional Paper No. 1 of 1989) goes to show that of the 45 districts in Madhya Pradesh, in districts like Jhabua (73.41%), Bastar (64.14%), Sarguja (60.27%), Sidhi (60.12%), Shahdol (55.02%), Rajgarh (54.06%), Panna (53.83%), Chhatarpur (53.17%), Dhar (52.80%), Tikamgrah (50.39%), Shivpuri (49.39%) and Guna (47.48%) not a single member of percentage of women as is mentioned in the bracket was found to be literate. By necessary implication, these are the educationally backward districts which have poor infrastructure in terms of spread of institution and resources and there are other environmental and cultural constraints for which there is a heavy drop-out rate at the formal primary school system leading to accretion in the ranks of adult illiterates. Since in view of the paucity of resources—human, material and financial, we cannot spread ourselves too thin, a clear and conscious strategy will have to be adopted by concentrating the limited resources in those districts which have an overall low rate of educational development, low rate of literacy and a large population belonging to the deprived and disadvantaged sections. Against the above background, the following are the plus points in the strategies adopted by the State Government :—

- In 15 out of 45 districts which have a heavy concentration of ST population, the entire educational planning and administration upto high school level is being handled by the Tribal Welfare Department. These districts Dhar, Rajgarh, Shahdol, Khorgone, Seoni, are—Jhabua, Bastar, Mandla, Sarguja, Betul, Chindwara, Sidhi, Khandwa, Raj Nandgaon and Bilaspur. This is a positive step which takes complete care of the educational development of members of ST in these districts.
- Fourteen districts have been identified to be special component plan districts where the entire educational planning and administration upto high school level of members of SC are also being handled by the Harijan and Tribal Welfare Department. These districts are Dalia, Panna, Ujjain, Chhatarpur, Titamgarh, Bhind, Sagar, Damoh, Gwalior, Vidisha, Sagar, Sihore, Morena and Raisen.
- In terms of dispersal of resources for adult education, 46 out of 48 SAEPs have been given to districts having concentration of members of SC and ST community.

- Out of 32 RFLPs again, each district has been allotted at least one project and the remaining 7 projects have been allotted to Bastar (2), Jhabua (2), Sarguja (1), Rajgarh (1) and Chhatarpur (1). These 7 districts are educationally backward districts having concentration of ST community.
- One unique feature in Madhya Pradesh is that the State Government has been fully funding 12 SAEPs which are in the pattern of RFLP, each project having 300 centres, since inception of the National Adult Education Programme. Of these 12 Projects, 6 projects have been allotted to predominantly low female literacy districts namely, Khargone (Pati), Bastar (Kondagaon and Tokapal), Sagar (Agar), Shivpuri (Korera) and Morena (Vijapur). Of these 12 projects, again 4 have been allotted to predominantly ST district, 3 to predominantly SC districts and 5 to general districts.

Magnitude of the Problem of Adult Illiteracy

Over the years there has been progressive increase in the number of projects (both RFLP and SAEP), increase in the number of centres and corresponding increase in outlay. Illustratively, the number of RFLPs has gone up from 14 in 1978-79 to 64 in 1988-89 and the number of SAEPs have gone up from 15 to 48, number of centres from 3607 to 27,438. Despite this and also the genuine efforts towards equitable dispersal of resources for adult education to districts having low level of educational development and low rate of literacy as outlined in the earlier paragraph, the impact of the programme over the last 10 years cannot be said to be appreciable. Illustratively, the number of adult illiterates which was of the order of 98.34 lakhs as on 1-4-1981, is of the order of 65.25 lakhs as on 1-4-1988. Of these women account for a predominantly large number namely, 49.66 lakhs and number of SC and ST account for 32.46 lakhs.

Major Problems and Constraints

- (i) The scenario of enrolment and retention in the primarily project system in Madhya Pradesh does not appear to be very encouraging. Although against 51008 basic primary schools, there are 65,924 primary schools, the average enrolment from Class I to Class V is 85.71% and the

average drop-out rate from Class I to Class V is 33.89%. The enrolment of girls is also as low as 60.90% and the drop-out rate for girls from Class I to Class V is much higher than the average drop-out rate. This to a very large extent is responsible for wastage in the formal primary school system and the resultant accretion to the rank of adult illiterates in the 15-35 age-group.

- (ii) Generally there is a felt need or demand for literacy from the people but Madhya Pradesh is so large in area and population and the resources are so scarce that despite NAEP being in existence for 10 years, 194 out of 459 blocks in the State have

been left totally uncovered by the programme.

- (iii) Of the 265 blocks, all are not fully covered and many villages in a particular block which is co-terminus with the area of operation of the RFLP or SAEP have been left out.
- (iv) Although the emphasis in the NAEP was on adoption of a compact and contiguous area approach, in actual practice this has not been implemented. Consequently, most of the AECs have scattered locations which is not conducive to the task of complete eradication of illiteracy in a particular area.

CHAPTER III

PROJECT MANAGEMENT

Strength

- In conformity with the principle of close involvement of the Panchayat institutions at village level, Janpad level and district level with the management of adult education programme, a comprehensive circular dated 11-1-1989 involving all aspects of the project management, namely—selection of the site, selection of instructor, payment of honorarium to the instructors, supervision of AECs (by the Panchayat and Janpad Panchayat), mobilisation and motivation, ensuring that teaching-learning materials of good quality have been made available to the AECs in time and bringing to the notice of competent authority instances of omission and commission in management of the AECs has been issued to Zilla Panchayat, Janpad Panchayat and Gram Panchayat.
- Broad guidelines have also been issued to the PO about the selection of AEC for a project. As a matter of fact, the PO in consultation with Janpad Panchayat and Sarpanch of the Gram Panchayat is expected to finalise the delimitation of the area of the project while the actual location of AECs is decided by the Gram Panchayat.
- In the guidelines issued, priority has been laid down for locating AECs in Harijan Basties and Mohallas inhabited by large number of SC adult illiterates.
- The actual location of the AECs in a project is being finalised by the Janpad Panchayat. The instructors are selected by the Proudh Shiksha Samiti under the chairmanship of the Sarpanch of the Gram Panchayat. In case the PO finds that a functionary who has been recommended for appointment as instructor is otherwise not a desirable character, he may bring it to the notice of the Janpad Panchayat and request for termination of his appointment.
- Full responsibility for imparting training to the instructors rests on the PO. A system has been evolved for identifying district resource persons in consultation with SRC for imparting training and also for involvement of the development functionaries.
- Full responsibility for procuring teaching learning materials (Primers, follow-up materials and other teaching aids namely, roller board, slates, lanterns, chalk, slate-pencil, etc) rests with the project. The

PCO has to obtain the formal sanction of the Directorate before issuing indent and making the actual purchases. There is no gap between opening of the AEC and the actual availability of the teaching learning materials.

- There is a well-knit structure of supervision and control of the programme through various committees constituted at the village Panchayat, Janpad Panchayat and district level. Illustratively, Shiksha Samities have been constituted at the district and Janpad Panchayat level. Proudh Shiksha Samiti for every Gram Panchayat and Village Education Committee have been constituted for every village. While the President, Zilla Panchayat or any person nominated by him heads the Samiti at the district level, the Samiti at the Janpad level is headed by the Chairman of the Janpad Panchayat or any person nominated by him. Deputy Director (Panchayat) at the district level and BDO at the Janpad Panchayat level work as Secretaries of the Committee. This has helped in establishing closer coordination between the officials of the education department and non-officials in the management of adult education.

No information was, however, available about the frequency of the meetings of these Committees, the attendance of the members and to what extent, the problems and deficiencies of adult education have been discussed and what corrective measures have been provided. It is important that the Deputy Directors at the Divisional level and the Director at the State level maintain such a database with them so that they make use of it in rectifying the deficiencies in the working of these Committees.

One of the most positive aspects which came out from the review is that Director Panchayat and Social Welfare has conducted two divisional level meetings at Bhopal and Gwalior in November, 1988 followed by meetings at the headquarters on a quarterly basis, the last quarterly meeting being held in April, 1989 in which officers of the rank of Supervisors and above were present. Various deficiencies and shortcomings of the programme have been discussed and a decision taken to proceed against a supervisor if it was found to be closed. In pursuance of this decision, stringent disciplinary action has been taken against 4 supervisors (who have been placed under suspension). Secondly, it was decided that the instructors' outstanding honorarium must be disbursed before 31st of March in a particular year.

and should not be carried forward beyond that date. Thirdly, it was decided that PO would take a stock of the material left during the last year and material needed for the next year and take steps for procuring them after making necessary adjustment. Fourthly, it was decided that due importance should be attached to members of the 20-Point Programme committee, many of whom happen to be important non-officials so that their cooperation with the programme is fully assured. Fifthly, it was decided that all divisional officers of the Panchayat and SWW responsible implementation of the adult education programme should establish close contact and rapport with the Collector of the district. Sixthly, it was emphasized that representatives of revenue, police and other regulatory departments should be invited to visit the AEC so that the fear and apprehension of the adult learners towards these officials could be dispelled and their confidence in the system restored. Seventhly, it was decided that the officers of the health and family welfare department should be closely involved with the check up of the health of the learners at the AEC.

If these decisions are sincerely and faithfully implemented, much of wastage which is taking place in the AE programme would disappear and the centre could become a focal point of integration between adult literacy and other development programmes.

Weaknesses

- **System of Recruitment** : The present system of recruitment to the post of Supervisors, APOs and POs suffer from two deficiencies, namely—(a) they are heavily promotion-oriented from the lower ranks; and (b) the system of selection is heavily dependent on the Public Service Commission. Illustratively, a requisition for filling up 85% of the posts of Supervisor is pending with the Junior PSC for one year re-

sulting thereby in non-filling up of 336 vacancies. In NLM, we are looking forward to personnel of high calibre, motivation and commitment to the adult education programme, also to speed in having the right type of functionaries at the right place in time and this criterion may not be easily fulfilled if the system of recruitment is based on mechanical promotion on the basis of seniority.

- **Vacancies** : Due to the cumbersome selection procedure, large number of posts have been lying vacant which again adversely affects the implementation of NLM in the State. Illustratively, there are 35 vacancies in the post of DAEO, 21 vacancies in the post of PO (lying vacant), 20 vacancies in the post of Nagrik Shiksha Adhikari and 336 vacancies in the post of supervisors.
- **Training** : Training of all functionaries, such as—supervisors, APOs, POs and DAEOs are being conducted through the State Resource Centre, i.e., Bhartiya Gramen Mahila Sangh, Indore. Despite best efforts, however, there is heavy backlog in training of functionaries such as, 2000 in case of instructors, 1344 in case of Preraks, 82 in case of Supervisors, 10 in case of DAEOs 11 in case of POs and 44 in case of APOs.
- Although a detailed circular was issued by the then Joint Secretary Shri P. K. Patnaik, in January, 1985, reducing the duration of AEC from 10 months to 8 months (Phase I) which was to be implemented from 1-4-85 the Directorate of Panchayat & SW has continued to follow the old pattern of 10 months, which is irregular.

CHAPTER IV

INSPECTION

Strength

- With a view to ensuring continuous evaluation of the adult education programme at the level of the Directorate, the division, the district and the project level, detailed instructions were issued in 1982 and reiterated in 1985 which speak of—(a) inspection to be conducted by each functionary; (b) frequency of such inspections; and (c) time table of submission of the inspection report. The Director, Panchayat and Social Welfare has issued separate instructions to his subordinate offices (a) adhere to the time schedule of inspection (b) to ensure timely submission of the report; and (c) ensure prompt compliance and follow up action on the directive of the superior office. Detailed instructions were issued in May, 1987 followed by another in June, 1988, the gist of which is as below :
- The instructions issued in 1985 are not implemented in letter and in spirit by most of the officers.
- The continuous supervision and inspection can bring about a qualitative change in implementation of the adult education programme.

The above circulars also highlight the following :

- * The number of adults found in a centre and number of adults who were mobilised, motivated and brought to the adult education centre from their respective habitations should be reported.
- * Leaders of the village community should take some concrete steps for motivating the adult learners.
- * Quality of literacy imparted by the instructors should be reported.
- * Materials available in the AECs and the quality thereof should be reported.
- * Development functionaries who have attended the AEC should be reported.
- * Audio messages which have been played to the learners and involvement of folk troupes such as Kalapathaks and Kalamandalis should be reported.

Weaknesses

- The roster of inspection for officers could not be produced for 1989-90.
- The report of inspection conducted during 1988-89 was produced which showed that only 30% of the area planned could be covered by the Deputy Director—Shri B. L. Sharma and 20—25% could be covered by the Joint Director (Shri Soti).
- The roster of inspection which was drawn up for the Joint Director and Deputy Director during 1988-89 show that the same district is being covered by both for inspection. This would make the entire inspection repetitive, particularly when it is conducted by officers of the same department.
- The form of inspection is mostly routine oriented and is confined to supervision of some of the routine aspects of administration of the project, but does not include the following :—
 - * Whether the AEC is in existence on the ground?
 - * What have the learners in the previous acquired?
 - * What have they retained? How they are making use of what they learnt?
 - * Whether the same set of learners who came to the adult education centre in the previous session have been enrolled for the second time?
 - * Special problems of women, SC, and ST—Whether these problems have been covered in the meetings of Panchayat at Zilla, Janpad and Village level?
- In many cases the supervisors are not reporting the number of AECs inspected by them.
- None of the supervisors pertaining to Bhopal Division has adhered to the schedule of inspection of 50 AECs allotted to them. (This has been subsequently brought down to 30).
- The DAEO, Sehore and the Supervisors Hoshangabad, Harda and Betul have not carried out the supervision in time.

CHAPTER V

MONITORING

Strength :

— In addition to the monthly and quarterly reports sent by the instructor to the supervisor and the supervisor to the P.O, the P.O of every project submits the report on monthly and quarterly basis direct to the Director, Panchayat & Social Welfare with copy to Deputy Director and DAEO. These reports are analysed by the Directorate and deficiencies and shortcomings in functioning of the project are communicated to the Deputy Director, DAEO and P.O on the one hand and the reports are compiled and despatched to the Directorate of Adult Education, Govt. of India. Some of the major deficiencies noticed in the monthly and quarterly reports from the field are :

- * discrepancy between two successive reports about the number reported.
- * wrong calculation of numbers while reporting.
- * interpolation of SC and ST figures.
- * discrepancy in reporting the number of social education centres.

Weaknesses

- There is no cross-checking of the information contained in the monthly and quarterly reports by actual cross verification in the field.
- Although 1344 JSNs have been made operational, no format has yet been designed for monitoring the activities of JSNs.
- There is inordinate delay in submission of the reports to Government of India, particularly in regard to the number of persons made literate.
- Monitoring of information is not confined to reports from RFLP and SAEP only but also from VAS, NYKs, railways, students (NSS, Non-NSS and NCC) at the university and college level, from department of adult and continuing education. Unfortunately, however, the monitoring from these agencies has been extremely poor and weak. Illustratively, while initial reports from only 2 VAs have been received as against 5 VAs which have been sanctioned 1560 AECs, no report, whatsoever, has been received from the NYK, railways, department of adult and continuing education of the 11 universities of the State and from the student volunteers (NSS, Non-NSS and NCC). Repeated persuasive letters and contact have not yet produced any result, whatsoever.

CHAPTER VI

EVALUATION OF LEARNING; OUTCOME

The Director, Panchayat and SW has issued a comprehensive circular for the first time on 16-5-89 on evaluation of learning outcome. According to this, the first concurrent evaluation is to be done at the end of 2nd month when the learner is expected to have acquired 5 lessons. The duration of test at the end of 2nd month is for 30 minutes and the evaluation is expected to be fully oral. The circular has also listed out a set of model questions framed by the SRC texts.

The second test is to take place at the end of 4 months by which time it is expected that the learner should be able to acquire mastery over 12 lessons. In addition to recognition of alphabets, the learner is expected to know simple arithmetic and be able to read texts. This test would be partly oral and partly written, the oral portion being confined to a test of awareness (for this, 7 questions involving awareness of legal provisions and government programmes have been listed).

There will be no test at the end of 6th month (as required under the guidelines issued by the DAE, Government of India in 1985) but a final test at the end of 8th month. This involves recognition of letters, reading texts, filling up blanks, writing of names and addresses, doing simple arithmetic involving calculation of the cost of few articles etc. This is intended to test awareness and functionality components of literacy, the parameters of which have been given in the shape of model questions which appears to be fairly detailed.

The State Resource Centre has attempted a categorisation of learners, namely—Weak, Average and Good, on the basis of their performance.

Weaknesses

Although the entire model for evaluation of learning outcome has been designed with lot of imagination and attention by the SRC, Indore, it is doubtful if an average letter with all the worries, anxieties and tensions at home and at work the fluctuations related to agro-climatic conditions and vicissitudes of life afflicted by poverty and deprivation would be able to rise to the occasion and be able to satisfactorily answer all the points.

According to the report compiled for 1988-89, 5.50 lakh adult learners have been made literate. This appears to be somewhat doubtful. The general impression which was obtained in course of my field visits was that on an average 10 to 12 persons attend the AEC for a period of 10 months which is the prescribed duration of the programmes in MP and the number of persons made literate would not be more than 8 to 10. Instead, the reports which have been compiled for the year 1988-89 give the impression that on an average 30 learners are being enrolled and 20 out of them are being made literate, which appears to be somewhat improbable and unrealistic. Even if 30 persons are enrolled, the average attendance would not be more than 20 and the number of persons made literate cannot be more than 16 to 18. This casts a spell of doubt on the accuracy and authenticity of the entire report of evaluation of learning outcome and this would have been established if the reports would have been test-checked and cross-validated by interrogating the learners and members of the village community at odd intervals. Unfortunately, however, no test checks have been or are being conducted by the Director or the Joint Director or the Deputy Director or other senior officers of the Directorate of Panchayat and SW about the accuracy and authenticity of reports received from the field on the evaluation of learning outcome.

CHAPTER VII

SPECIAL MEASURES TAKEN FOR MOBILISATION AND ENROLMENT OF SC, ST AND WOMEN

A set of detailed instructions have been issued by the Director, Panchayat and SW which are in conformity with the spirit of the circulars issued by the Govt. of India for mobilisation enrolment and retention of SC, ST and women. Various Plus Points emanating out of this which go to strengthen the programme are as follows :

Women

- 50% of the AECs should be for women.
- There are 6 projects (each with 3000 AECs) which are meant exclusively for women. These are—Kondagaon and Tokapal (Bastar district); Pati (Khargaon); Agar ((Sajapur); Korera (Shivpuri); and Vijapur (Morena).
- All AECs meant exclusively for women are being manned by women instructors.
- 50% of the supervisors are women.
- A new chapter on the concept of equality of women has been specifically incorporated in the basic literacy primer. This chapter is well-visualised and well-illustrated.
- The ANGANWADI workers of ICDS are being engaged to impart literacy in the adult education centre.
- The number of successful women learners is 50% of the total number of women enrolled.

SCs and STs

- Of the 112 projects, 74 have been located in SC and ST areas.

- Harijan and Tribal Welfare Department have a scheme to give Rs. 250/- per head per month to SC and ST girls of Class V.
- Maximum number of AECs are being opened in SC/ST areas.
- Principle of bilingualism has been accepted by the State Government and is being sincerely implemented by the State Resource Centre in phases.
- The number of successful SC and ST learners conforms to their percentage of the total population.

Minus Points

- Of late, by an order of the State Govt., the educational qualification of instructors in remote, inaccessible and tribal areas has been relaxed upto Class V. On the face of it, it appears to be rational, logical and reasonable as instructors with requisite educational qualification are issued not available in these areas. It, however, remains, a moot point for consideration as to whether a person who has read only upto class V can be a good communicator and an effective instructor, who will be able to impart the rudimentary lessons of literacy and numeracy. This is more so in the absence of any provision for continuing education for these functionaries.

CHAPTER VIII

INTEGRATION OF ADULT EDUCATION WITH OTHER DEVELOPMENT DEPARTMENTS

I was given to understand that detailed instructions have been issued by various development departments of Government of Madhya Pradesh, Heads of Department and subordinate formations to the effect that— (a) they should make available to the adult education centres and JNs charts, posters and pamphlets depicting various development activities; (b) visit AECs at close and regular intervals, spend some time with the adult learners and interact with them on matters which are of direct interest and relevance to their lives. Some of these could be listed below :

- (i) Letter dated 28-7-88 from Shri J.N. Kaul, Principal Secretary Panchayat and Social Welfare and Development Commissioner to all departments, heads of departments and all Collectors. All Departments/Heads of Depts. were requested to instruct their subordinate at the village, block and district level to make it a point to visit AECs, to supply relevant development literature and to inform them about development programmes.
- (ii) Letter dated 2-3-89 from Shri J.N. Kaul, Principal Secretary Panchayat and SW and Development Commissioner, to all Project Officers of DRDA. Adult learners attending the adult education centre should be identified as beneficiaries of IRDP and other anti-poverty programmes. This is a very positive and innovative step taken by the Government of Madhya Pradesh which is worthy of emulation by other State Governments.
- (iii) Letter dated 28-1-88 from the Department of Agriculture to Director, Agriculture and others. The attention of the functionaries of the Agriculture Department have been drawn to the letter of Shri J.N. Kaul as above.
- (iv) Letter dated 8-9-88 from Director, Agriculture to his subordinate offices reiterating instructions contained in the above letter of Dept. of Agriculture.
- (v) Letter dated 16-10-88 from Director, Health and Family Welfare to all Chief Medical Officers. Detailed instructions have been issued through this letter to all functionaries of Health Deptt. to supply all literature, give the latest information in the field of health and family welfare and visit the AECs at close and regular intervals.
- ((vii)) Letter dated 25-8-88 from Collector, Mansor to all BDOs, Mahila Balvikas Adhikari, Krishi Adhikari, Swasthya and Parivar Adhikari, Malaria Adhikari, GMDIC, Organiser small savings, DWO, etc. It is a very detailed and forceful appeal to all the above functionaries to visit all the AECs at the rate of 5 per month, to disseminate information relating to development programmes, and to help in conducting the training programmes of adult education functionaries.
- ((viii)) Letter dated 13-9-88 from Collector, Sagar in identical lines as above.
- ((ix)) Letter dated 29-2-89 from JS, Law Deptt. to Secretary, Legal Aid Cell to the State Govt. Detailed instructions have been issued to disseminate the message of legal aid which is meant for the rural poor so that they can protect and safeguard their interests against the exploitative section of the society.
- ((x)) Letter dated 23-5-89 from Director, Panchayat and S.W. to all Collectors. This outlines in clear and precise terms the role of Collectors in NLM, covering evaluation, removing irregularities, bringing about coordination between different programmes, motivating various government functionaries, ensuring actual implementation of the programme in the field, conducting surprise visits to the AECs, role of Collector in JSN, the centrality of Instructors, role of VAs and mobilisation and involving more of them.

A perusal of the above circular letters and instructions makes it abundantly clear that integration between adult education and other development programmes can take place in the following manner :

- The felt needs, preferences and interests of the learner can be identified in appropriate manner and in right time.
- The message of development that it is not mere construction of roads, bridges and culverts, hydroelectric projects and thermal stations but development of the human resources in the totality of health, family welfare, child care, immunisation, protection of forests, conservation of environment, etc. can be disseminated through development material, through talks and interactions, etc.

- Ensuring that every adult learner coming to the AEC should be able to take advantage of the various development programmes including anti-poverty programmes not only as beneficiaries but as participants thereof.
- Ensuring that the training of adult education functionaries is enriched and strengthened through closer involvement of other development functionaries.

The Director, Panchayat & SW stated that a beginning has been made in all the above areas and that the percentage of adult education centres and JSNs where some integration (though not of the desired level) has been brought out would be about 40%. The SRC has made available lot of material on legal literacy and programme literacy to JSNs and to number of departments, although materials from the latter has not found way to the adult education institutions in the same manner.

The meeting of development functionaries addressed by me at Hoshangabad and Betul on 28th and 29th May, 1989 confirmed beyond doubt that most of the circular letters and instructions issued by the Departments and Heads of Departments have not found their way to the subordinate field functionaries. In the absence of this, the latter do not have any inkling as to how an integration and coordination can take place between adult education and other development programmes. None of the development functionaries on her/his own spoke of the need for integration nor did she/he appear to be clear or convinced about such a need. This was most unfortunate. The only silver lining was that both the Collectors of Betul and Hoshangabad were not only clear and convinced about the need for integration but appeared to be honest and sincere in their intentions and deeply committed to the adult education programme and its relevance for total development of the individual and the community.

CHAPTER IX

MASS PROGRAMME OF FUNCTIONAL LITERACY

Students

Students : In my last report on the review of State Resource Centre on the involvement of university and college students in NLM, I had listed out several deficiencies and shortcomings in the process. A copy of the report was sent to the Principal Secretary, Education with the request that he should convene a Conference of Vice-Chancellors to discuss the various gaps and omission in the programme and take corrective measures for improving the pace and quality of the programme. There has not been any substantial improvement either in the number or the quality or the impact of involvement of students in NLM after the last review. Although according to the State level action plan 16000 students are proposed to be involved in NLM in 1989-90 and 1.00 lakh between 1990-91 and 1994-95 at the rate of 20,000 per annum, it is not very clear if this target has been fixed on the basis of performance of students in the previous years. The entire system of monitoring and evaluation of student-based MPFL has been extremely weak in Madhya Pradesh and the Directorate of Panchayat and Social Welfare is not aware of the precise position of the number of volunteers actually involved, number of learners actually mobilised by them and number of illiterates actually made literate by the students.

The only silver lining in the process is the keen personal commitment of the Principal Secretary, Education—Shri Sharad Behr, who has responded positively to my request for convening a Conference of Vice-Chancellors. As a matter of fact, the Conference is going to be held for 3 days—from 31st May to 2nd June, and MPFL is one of the major topics for discussion in the Conference.

Non-student Youth :

NYK : In all 1240 centres have been assigned to NYK in 20 districts of Madhya Pradesh, namely—Bhind, Rajgarh, Rewa, Shahdol, Mandla, Morena, Betul, Chhatarpur, Datia, Dewas, Dhar, Durg, Hoshangabad, Indore, Jabalpur, Raigarh, Jhabua, Sehore, Sivpuri and Damoh at the rate of 60 centres per district except Betul which has been sanctioned 100 centres. These details are however, not available with the Directorate of Panchayat and Social Welfare although the entire planning for allocation of the projects was done at the level of the Collector, who is the Chairman of the district level organising committee for NYK in consultation with the DAEO. The Directorate is also not aware as yet, about the precise location of these 1240 AECs, manner of selection of the instructors, arrangement for their training, arrangement for post-literacy and continuing education and for evaluation of the learning outcome. In other

words, there is a wide information and communication gap between NYK and the Directorate of Panchayat and Social Welfare as far as formulation of the plan and its implementation in the field is concerned.

Others :

In regard to involvement of employers, trade unions including railways, army, navy and airforce, ex-servicemen, prison management and staff, banks, co-operatives and other financing institutions, retired employees and pensioners of government etc., a good beginning has been made by way of issuing them letters although, till date, no substantial progress in their involvement has taken place. The following steps have been taken by the State Government and the SRC in regard to mobilisation and involvement of these agencies :

(1) *Army* : A beginning has been made by members of the armed forces of Mhow block near Indore where literacy is being imparted to nearly 75 persons by using material and audio-visual aids provided by the State Resource Centres.

(2) *Ex-servicemen* : A Conference of Secretaries of Rajya Sainik Board was held at Delhi on 28-2-89 and in pursuance of the decision taken in this Conference, 6 projects were to be sanctioned in Gwalior and Jabalpur and the required funds to be placed at the disposal of Bhartiya Grameen Mahila Sangh. Till date, however, only 4 blocks could be selected involving 12000 ex-servicemen. This is a centre-based programme where each ex-serviceman is expected to impart literacy to teach 40 learners in an adult education centre. A system of rapid literacy learning technique is intended to be introduced in this case by which literacy could be successfully imparted over a period of 5 months. Although a decision to this effect was taken on 28-2-89, the project proposal, till date, has not been received from the Rajya Sainik Board for which they have been telegraphically reminded.

(3) *Prison Management & Staff* : The Director, Panchayat and Social Welfare stated that he has received all circulars/letters from GOI regarding involvement of Prison Management and Staff in NLM and has, in turn, sent them to the IG, Prisons. The latter, in turn, has sent them to the Superintendent of all Jails. A meeting took place with Home Secretary; IG, Prisons; Director, Panchayat & Social Welfare and Director, SRC on 8-2-89. It was decided in this meeting that IG, Prisons should prepare a detailed action plan for involving all jails (central jail-6, open jail-2, district jail-24 and sub-jails 35) of the State. There are, in all, 10,659 life convicts and under-trial prisoners who happen to be illiterate. This accounts

for about 60% of the inmates. There are 5,8227 literate convicts who can impart literacy to the illiterate Prisoners (of them, 697 are under-graduates and 164 are graduates). In other words, the literate convicts could profitably impart literacy at the rate of 1 to 2 inmates and could achieve significant results as it is a controlled environment and there is no possibility of any drop-out as in the formal and non-formal system of learning. Unfortunately, however, till date the action plan could not be prepared. I called on the Home Secretary—Smt. Nirmala Buch, who has been totally involved in the adult education programme for almost 5 years and who has a deep personal commitment to the Programme. She assured me that she will have the action plan prepared by the IG. Prisons and have it implemented during 1989-90 without fail.

(4) *Corporations & Municipalities* : The Director, Panchayat and Social Welfare does not appear to have received instructions regarding the need for drawing up action plan for making literate municipal employees (Scavengers etc.) with the help of literate municipal employees. This needs to be followed up with the Secretary, Local Self-Government Department—Smt. Shashi Jain, and Director, Municipal Administration as also Mayors of Corporations of Indore, Gwalior, Bhopal, Jabalpur, Rewa, Sagar, Bilaspur, Katni and Berhanpur and with the 357 Municipalities and notified area councils.

(5) *Employers and Trade Unions* : No Conference of Employers and Trade Unions has yet been organised by the State Government in consultation with the Department of Industry and Labour. The Director, Panchayat & Social Welfare has, however, addressed a letter on 8-3-89 to all DAEOs and POs asking them to organise a Conference of Employers and Trade Unions, get the action plan prepared, indicate the requirement of literacy kits so that functional literacy can be imparted to the illiterate employees and workers with the help of literate employees and workers in the various industrial establishments of Madhya Pradesh.

It was encouraging to note that the State Resource Centre has conducted a meeting of the industrialists of Pitampura Industrial Area near Indore, although there does not appear to be any positive outcome of this meeting.

(6) *Railways* : It was encouraging to note that the Western Central, South-Central and South-Eastern Railways have opened 46 AECs during 1988-89 and are likely to open more centres during 1989-90. The

instructors have been trained by the SRC which has also supplied the literacy kits. No precise information, however, is available, as on date, about the actual evaluation of learning outcome.

(7) *Banks and Financing Institutions* : Ever since the mass campaign for National Literacy Mission was launched by the Prime Minister on 5th May, 1989 at Vigyan Bhawan, New Delhi, we have been writing to the heads of all the nationalised banks and financing institutions with a view to securing their involvement in the Mission. Of the few nationalised banks, response of State Bank of India, Syndicate Bank and the Allahabad Bank has been positive and encouraging. It was heartening to note that the State Bank of India, Bhopal has launched adult literacy programme at different centres of the State particularly in slum areas by providing infrastructural support during the last few years. It was most encouraging to note that they have identified good number of their literate employees who are highly educated, trained, motivated and committed to community service work for imparting of literacy on the principle 'Each One Teach One'. The Fatehgarh Branch of the State Bank of India, Bhopal Regional Office launched a campaign for making the adult illiterate slum dwellers literates of Banganga (North TT Nagar slum area) on 22-5-89 and I had the occasion to attend the closing day of the campaign on 27-5-89. As many as 75 illiterate customers of the bank who happen to be mostly women participated in the campaign. It was further encouraging to note that the Bank has extended the scheme to their 6 identified branches in Madhya Pradesh and depending on the feedback/response received from these branches, which they hope to be positive and encouraging, they propose to extend the coverage of the scheme to all their rural branches hoping to deliver the message of literacy to all illiterate customers of the Bank and explaining to them the importance of learning, to be able to write at least one's name and identify the numerals in the pass book. It is most heartening to note that the State Bank of India as a socially aware and enlightened institution is fully committed to bring about socio-economic change, to improve the quality of life particularly for those belonging to down-trodden sections of the society and that imparting of adult literacy drive launched by them has been treated by them and rightly so as one of the inputs of development. This success story needs to be told and retold to heads of all the nationalised banks and other financing institutions so that the example of the State Bank of India at Bhopal can be replicated all over the country.

CHAPTER X

VOLUNTARY AGENCIES

Eight voluntary agencies have been assisted under the scheme of Central Grant-in-aid to Voluntary Agencies in 1987-1988 and 4 VAs in 1988-89. A total number of 27 applications have been received out of which 8 have been recommended by the State Government. The remaining applications are under process. Of these, 6 applications have been recommended by the Directorate of Panchayat & SW to the State Government and the remaining 13 are pending with the Directorate of Panchayat & SW. No information is available with the DAEO and Dy. Director (AE) at the field level. I was given to understand that, on an average, about 3 months' time is taken for processing the proposals from the voluntary agencies.

The general impression which was given to me during my review was that there are not many proposals either received from the VAs or pending at the field level. I was further given to understand that many VAs in Madhya Pradesh are not willing to work for adult literacy. I am not easily inclined to accept this contention. As a matter of fact, in the district level review held at Betul under the chairmanship of Collector, it transpired that there are a good number of agencies which are otherwise good, reliable and committed to the cause of adult education and general development programmes but who would like to work on their own without grant-in-aid from government and without the normal channels of supervision, inspection and control. Our basic approach to the problem should be to encourage and promote formation of as many VAs and NGOs as possible and mobilise and motivate them to work for literacy either with receipt of grant-in-aid from government or without it but in a manner which makes imparting of literacy a worthwhile experience.

In response to our request in April, 1988 and June, 1988, a State level conference of VAs was held at Bhopal on 2-2-1989. It was day-long Conference attended by about 90 VAs. In the conference it was decided that (a) a list of 194 uncovered blocks should be circulated to the VAs with two-fold request that the VAs may come forward to work in these uncovered areas. In case they do not find this convenient and they indicate their preference to work in an area which is otherwise covered, the State Government, may volunteer to shift their project to some other area. The 27 applications which have been received by the Directorate of Panchayat & SW are in response to this decision; (b) a compact and contiguous area should be adopted for a particular voluntary agency; (c) guidelines on preparation of Area Operational Plan should be circulated to the VAs, both in English and Hindi. (This has already been complied with). Detailed instructions will be issued to all field functionaries

as to how to process applications expeditiously, how to help a voluntary agency in preparation of the Area Operational Plan etc. It was decided that a time limit of 15 days should be fixed at the level of DAEO, 15 days at the level of Deputy Director and 10 days at the level of Director, Panchayat and Social Welfare. The latter gave me to understand that this is being strictly followed. In addition to this very encouraging decision and its implementation, further guidelines have been issued to all Collectors in which the need for a stringent and rigorous selection approach has been highlighted.

Yet another Plus point in the scheme of assistance to VAs is that in addition to the Scheme of Central Grant-in-aid, the State Government has formulated a scheme of grant-in-aid to VAs to implement the social education programme which has the following salient features :

- Small area of operation.
- Sanction at the district level.
- Availability criteria have been laid down by the State Government.
- The grant-in-aid amounts to Rs. 30,500.

In all, 50 VAs have been sanctioned grant-in-aid under this scheme to conduct 365 adult education centres. A sum of Rs. 40 lakhs has so far been sanctioned to VAs, to municipalities and to panchayats.

Perspective Plan of Action for VAs

As a follow up of the State level Conference held at Bhopal in February, 1989 a meeting was held at Indore in March, 1989 under the auspices of Bhartiya Gramin Mahila Sangh—which is the State Resource Centre for Madhya Pradesh (preceded by another meeting at Pawarkheda, in Hoshangabad District). The latter was primarily a meeting on women and children and their development and addressed itself singularly to the task of eradication of female illiteracy. In all 25 participated in this meeting and they were requested to either take up the centre-based programme or help other VAs in the area to do the work better.

The review indicated that despite sincere efforts, not much progress has been achieved in mobilising and involving VAs in NLM either in terms of number or in terms of impact. The following difficulties were highlighted which hinder large scale involvement of VAs in adult education programme :

- Since the VAs want to register success out of the schemes/projects entrusted them and not

failures, they would not like to take up a programme where the possibility of instant success is remote.

- The application form is complicated and documentation takes a long time.
- The VAs are unable to bear 25% of the administrative cost on account of fact that they are not left with sufficient internal surplus.

— Since large sums are involved, many VAs would prefer to take a cautious and guarded approach and are, therefore, hesitant to take up the work.

- Sanction of grant-in-aid in favour of one VA arouses wrath and displeasure of other VAs working in the same area and many VAs would not like to lose their camaraderie for the same of adult literacy.

(CHAPTER XI

**PLAN FOR COMPLETE ERADICATION OF ILLITERACY IN MADHYA PRADESH
BY 1994-95**

As observed earlier, 194 out of 459 blocks in Madhya Pradesh have not yet been covered by any programme, i.e., either centre-based or MPFL. To cover such a large uncovered area, two ways are left open, namely—(a) shifting of old projects (30) which have been continuing in one area for a long time to the uncovered area; and (b) sanctioning 34 new projects, i.e., 26 by GOI and 8 by the State Government. The original plan for complete eradication of illiteracy drawn up by the State Government emphasised on sanction of new projects but did not cover agencies like Nehru Yuva Sangathan, Employers and Trade Unions including Railways, Banks, Cooperatives; and Financing institutions, Ex-servicemen, Prison Management and Staff etc. The State level action plan drawn up for complete eradication of illiteracy between 1989-90 has a plan of action as below :

Year	No. of AECs	No. of illiterates to be covered
1989-90	32,970	7.54 lakhs illiterates to be made literate.
1990-91	42,776	9.81 lakh illiterates to be made literate.
1991-92	45,076	10.33 lakh illiterates to be made literates.
1992-93	47,376	10.85 lakh illiterates to be made literate.
1993-94	50,176	11.49 lakh illiterates to be made literate.
1994-95	51,376	11.76 lakh illiterates to be made literate.

In other words, the entire perspective plan is based on a centre-based approach and it covers about 61%

of the total number of adult illiterate population. The following are some of the major weaknesses and deficiencies in the action plan.

Weaknesses

- The action plan does not take into account the fact that the number of adult illiterates was 98.34 lakhs in 1980-81 and as on 1-4-1989 it was 65.25 lakhs, which means that even after 10 years of implementation of NAEP, the number of adult illiterates has not substantially come down. The action plan should, therefore, have taken cognizance of the weaknesses of the centre-based programme and should have tried to go in for large scale mobilisation of other agencies and sections of the society instead of proposing a substantial expansion of the centre-based programme.
- One of the reasons for which the centre-based programme did not take off in the past is on account of non-involvement of Collectors in the programme. It would have been appropriate, therefore, if district level action plans for complete eradication of illiteracy should have been first prepared in terms of the guidelines issued by the Government of India on 30-5-88 and the Collectors should have been fully involved in this process and the State level action plan should have been prepared only thereafter.

The State level action plan was prepared at the time of the first visit of Adviser on Technology Missions to Prime Minister in January, 1988. There have been a sea change and new developments thereafter particularly in the light of the newly emerging trend of mass mobilisation campaign through volunteers of voluntary groups of people and, therefore, the State level action plan needs to be recast in the light of these changes and developments.

CHAPTER XIII

FIELD VISITS

Strengths

- The Panchayat has made available a portion of its building for use by JSNs at a number of places. Some accommodation is spacious, some are medium and some small. It was, however, fulfilled a long felt need. It is evident that JSNs would not have been operational in such large number without such ungrudging cooperation and help from the Panchayats.
- Most of the Preraks are young, energetic, full of initiative and enthusiasm and have been able to mobilise a good number of activities in the JSNs.
- In all the JSNs a sign board "NATIONAL LITERACY MISSION — Name of JSN — Objective and the various activities of JSN" — in simple Hindi, some written in shape of posters and some on the wall in *Geru* ink have been erected, highlighting the relevance of adult literacy and the role of JSN therein. A calendar of events which will take place in a week, a list of books, journals, periodicals, and newspapers which have been kept in the library has been put on the wall in a neat and orderly manner.
- On an average, the number of people coming and participating in the activities of JSN ranges between 20 to 30. The number goes up on such days when there are good film shows on the national hookup. Thanks to the efforts of Panchayat and Social Welfare Department, a TV set (EC TV) has been supplied which makes the JSN an attractive centre of communication as well as recreation. Men, women, boys and girls, young and old throng in large numbers on such occasions to participate in the activities of JSN. Such activities comprise of Group songs, Charcha Mandals, games and sports.
- The cultural and recreational activities of JSN have been made possible on account of the fact that alongwith Kala mandalies and Kala Pathaks in every district, there are many artists with histrionic talent in rural areas which remain otherwise hidden and untapped and which have now come to limelight on account of the existence of the JSN. Many of them are indigent artist but are at the top of their artistic ingenuity and talent. Many of them are full of a deep sense of patriotism and commitment to eternal values of life. They deserve to be brought to limelight and honoured by the society.

— The library services have been greatly facilitated on account of the fact that every Panchayat had own library (prior to introduction of JSN) and many of its books have been lent to the library of the JSN. On an average every JSN has got about 100 books and every book has got 5 copies. In other words, there are 500 books in every JSN. These books range from history, freedom movement, lives of freedom fighters and heroic sacrifices made by them, stories and fictions and religious discourses, etc. They are written in simple Hindi, are full of illustrations and are inexpensive. (The cost per book does not exceed Rs. 5.00). A register of books kept in the JSN and books issued has been made in all the JSNs. While many neoliterates prefer to come and read books in JSN library, some books are issued by the Prerak when she/he goes out on a bicycle for distribution. A container has been attached to the bicycle which can carry about 40—45 books, which facilitates the process of distribution.

— One of the most striking revelations which came out of the field visits to Betul is that District Officers are remembered by the people long after they have left the district. Shri M. N. Buch, IAS (Retd.) was Collector, Betul, in the early Sixties and he is even now fondly remembered by many for his intrepidity and coverage and the outstanding work he did for the people of the district.

Weaknesses

Jana Shikshan Nilayams (JSNs)

- The system adopted by the Government of Madhya Pradesh is entirely different from the system of a Prerak being a dual functionary, as envisaged in the NLM document. The Prerak does not supervise the AECs as the task of supervision has been left to the supervisor. She/he does not, therefore, get to know as to what is happening in the field (in these AECs).
- Although the Panchayats have invariably made available their buildings for accommodating the JSN, the Sarpanches seem to be harbouring lot of doubts and misgivings about the entire adult education programme.
- Simple and short duration training programmes and evening classes for upgradation of skill have not yet been taken up on a full scale.
- Visit of development functionaries to the JSN is occasional and of routine character.

- The process of collection and compilation of information from development functionaries and its dissemination by the Prerak is yet to take place.

AECs

- The primary school system is still deficient and is far from what has been envisaged in "OPERATION BLACKBOARD". The teachers do not remain in the village and attend the school on proxy. This leads to heavy drop-out, which, in turn, contributes to accretion in the ranks of adult illiterates.
- Visit to an adult education centre in Betul district revealed that learning is not a robust and joyful exercise as it is expected to be. It also revealed that people do not have any natural and spontaneous urge for learning but come to the adult education centre more with

hesitation and some time with compulsion than with any choice. Absence of a stable employment, employment at odd hours (women learners stated that they are called to work at odd hours by the contractors and truck owners as and when the truck as well as the operations are available) which minimises their leisure and freedom. The poor landscape and low yield from the land which is not enough even for bare subsistence, low wages, etc. could be easily attributed to be the factors responsible for poor enrolment, poor attendance and heavy drop-out rate.

- A large number of instructors of AECs visited continue to be untrained and in the absence of training, they are pursuing what can be termed as alphabet method of imparting literacy. This makes the classroom environment dull and unattractive.

CHAPTER XIII

ADMINISTRATIVE INFRASTRUCTURE

Constitution of State Literacy Mission Authority

It is indeed an irony that although the mass campaign for NLM was launched at the State level on 5th May, 1988, the proposal for constitution of SLMA is still pending with Government (since 6 months).

Appointment of State Mission Director and District Mission Leader

The Director, Panchayat and Social Welfare has been notified as the State Mission Director on 22-8-88 and all collectors have been notified as the District Mission Leaders on 12-8-88.

Ex-officio Status

In the Conference of Education Secretaries and Directors of Adult Education held at Delhi on 17-18 June, 1988 a decision was taken to this effect. But no ex-officio status has yet been conferred on the Director, Panchayat & Social Welfare and the State Mission Director. Consequently, a lot of time is consumed on routine correspondence by the Director with the Panchayat and Social Welfare Department at present.

Delegation of Administrative and Financial Powers

Despite clear guidelines issued by the Government of India to this effect, no powers within the prescribed ambit and relevance have yet been delegated to the State Mission Director.

Strengthening of Administration of Adult Education at the State and District Level

Although this is a fully central-funded scheme and the on-going scheme has been reviewed and revised and communicated to all State Governments with detailed guidelines in April, 1988, the scheme has not yet been adopted by the State Government. Adoption and implementation of the Scheme would have provided a boost to the Mission in a large State like M.P. and particularly in view of the fact that the existing staffing pattern in the Directorate of Panchayat and SW is insufficient for doing justice to the work of the Mission.

Adoption of Revised Pattern of RFLP and its extension to the SAEP

The State Government have not yet adopted the revised pattern of RFLP for which detailed guidelines were communicated to all State Governments in March, 1988. Instead, they have sought for permission of the Government of India to allow the State Government to continue the *Status-Quo*, i.e., the conditions of service of the existing employees, such as, regular scale of pay as against a consolidated pay as approved by the Government of India for POs and APOs. The State Government does not want to appoint 3 additional APOs but want to continue with 1 APO with the existing supervisors and wants to give them regular scale of pay. This will be a total deviation from the scheme approved by the Union Government. Besides, each of the 3 APOs has been assigned specific duties and responsibilities in the revised scheme and supervisor cannot be a substitute for the APO. By tinkering with the revised scheme, the State Government may not be able to do justice to the furtherance of the objectives of the Mission.

CHAPTER XIV

ACADEMIC AND TECHNICAL RESOURCE SUPPORT

In Bharatiya Grameen Mahila Sangh, Indore we have a voluntary agency of long repute and standing and in Smt. Krishna Aggarwal, President of the Sangh, we have an outstanding social worker who has dedicated her whole life to the cause of promotion of literacy in general and cause of female literacy, women's equality and empowerment in particular. It was in the fitness of things, therefore, that the Sangh was recognised as the State Resource Centre for Madhya Pradesh by the Government of India in 1985. Since then and particularly after launching of the mass campaign for the National Literacy Mission, the Sangh has been making sincere and tireless efforts to give a boost to the pace of academic and technical resource support consistent with the objectives and strategy of NLM. The activities of the State Resource Centre were reviewed by me in detail in September 1988. Since then, the following significant developments have taken place in the field of material production and training which are in conformity with the several suggestions given by me in the review report. These measures are enumerated below :

Material Production

- The post-literacy reader captioned "DISHAYEN" is under print. Topics on agriculture, soil conservation, cattlefeed, environment protection, measures against famine, etc. have been incorporated under captions ADHIK UPAJ KA RAJ, GOURI KE BACHIYA, and SAB KA KUAN. Additional pamphlets on legal literacy under the title MAJDOORI KANOON which includes Minimum Wages Act, 1948; Equal Remuneration Act, 1976; Maternity Benefit Act, 1961 have been published.
- The earlier booklet VIKAS KE YATRA has been thoroughly revised so as to include topics like NLM, group insurance of landless agricultural labourers, livestock insurance, group insurance scheme for IRDP beneficiaries, hut insurance scheme, personal accident insurance—social security scheme for poor families (PASS), accelerated employment programme, and Jawahar Rojgar Yojana.

Other Teaching Learning Materials and Teaching Aids

- *Calendar* : The calendar is a set of 12 visuals which has been prepared covering all important aspects of day to-day life of the rural poor.

- On the basis of the feedback and supplementing the basic primer VIKAS KI RAH, Praveshika—a Primer based teaching charts is being prepared. It is a set of 6 charts covering all the alphabets.
- The teaching learning materials are being prepared in conformity with the background, felt needs, preferences, ingenuity and interest of the learners. All the materials are being field tested and are being revised from time to time on the basis of the feedback received from the experts, adult education functionaries and from the learners. In reviewing the materials, the guidelines issued by the Directorate of Adult Education, Government of India, and the norms of standard teaching-learning materials as defined in NLM document are kept in view.
- A separate primer captioned MAMTA, exclusively meant for women learners and designed in 1988, will be reviewed and revised after adding one or two chapters highlighting women's battle against sex-based discrimination and denial of equal status and social justice. This would cover disadvantages of early marriage, short stories captioned AFMADHAN, emphasising the importance of imparting literacy to girls, stories of courage and sacrifice of patriotic women like Panna, Durgabati, Padmini etc. as depicted in the book captioned VEER GATHAYEN, stories of devoted women like Gabri and Bidur's Wife depicted in BHAKTI GATHA, scientific and psychological significance behind our traditional customs and rituals depicted in the book HAMARE TEEJ TYOHAAR, etc.

Continuing Education

- The State Resource Centre has designed 22 new titles which have also been approved by the State Government for use in JSN alongwith earlier 19 titles.

Bilingual Primers

- The State Resource Centre with the help of local resource persons who are adapt in the spoken languages has designed primers like AMACHO JEEVAN in the spoken language Halvi meant for the tribals of Bastar region, and NAVO JEEVAN in Bhili meant for Jhabua region. Through these bilingual primers, an attempt has been made to link the learners with the main

stream of national language by giving meanings of difficult words in Hindi as well. During 1989-90, the State Resource Centre proposes to prepare two new primers in two local dialects, namely Bhilali and Gondi spoken by 1.2 lakh persons in Jabouza and 3.50 lakh persons in Bastar region respectively.

Other Materials

In addition to organising a special 5-day workshop of leaders of cultural squads, the following are some of the specific contribution of SRC in the area of environment building and mobilisation of literacy :

- Audio cassettes have been prepared covering training material for learners, instructors and supervisors which also guide the functionaries for a better and effective performance. The cassettes comprise of folk songs and plays based on early marriage, small family norm, status of female, child, effect of population growth, development etc.
- Two video films—one on training captioned PAHLA KADAM and another on motivation captioned LAAKH RUPAY KE BAAT have been prepared. These are good motivational films which are being used for motivation of the learners.

Training

In addition to training large number of adult education functionaries, namely—POs, APOs and Supervisors, the State Resource Centre has also imparted training to the Preraks of the Nehru Yuva Sangathan, employees of Railways, Ex-servicemen, master trainers (Programme Coordinators, Programme Officers and NCC Officers) of MPFL, members of the disciplined forces—Army, employers, Prison management, etc.

Separate modules have been prepared for training of Preraks. For this purpose, the State Resource Centre has already trained a team of 51 master trainers who will, in turn, train the Preraks. The module is an excellent document prepared in simple language keeping in view the educational level of Preraks. Mrs. Supekar, Programme Coordinator in-charge of training who has behind her a rich 15 years experience in training deserves to be commended for this excellent work.

Other Activities

- Reference was made to a comprehensive evaluation study conducted by the State Resource Centre on MPFL in Madhya Pradesh. I was heartened to note that the findings of this study have, by and large, be acknowledged by the Programme Coordinators and the Programme Officers as also the student volunteers under MPFL in the different universities and colleges of Madhya Pradesh.
- Training of housewives has been organised at the district headquarters of Khargaon, Shivpuri, Bhopal, Chhatarpur, Devas, Indore Jhabua and Susner. Seventy five women had participated in this programme which included heads of district level women's organisations, women members of Panchayats, cooperative societies, Mahila Mandals, women instructors, etc. This would greatly help in generating awareness about the legal rights of women and about the various schemes meant for women and children.
- Large number of other resource studies, namely—evaluation study of RFLP in Alipur and Meghnagar, impact Study of Supervisor's training programme, material evaluation study under UNFPA population education. How to Save Time and Energy of Female Adult Learners comparing the effectiveness of literacy material prepared on the basis of the regional dialect used in Bastar with that of AE Projects using basic literacy material in Hindi in the same area Vidyadan Abhiyan, are impact study of a voluntary programme in Bilaspur Division, etc. have been listed for research by the State Resource Centre.

Additionally, the Bhartiya Grameen Mahila Sangh has been entrusted with the responsibility of implementing the adult education programme through 600 AECs (two projects of 300 centres each) which have been reviewed by me in September, 1988 followed by another review by Shri A. Banerji, Deputy Secretary, Ministry of Human Resource Development, Government of India. It was heartening to note that the State Resource Centre has acknowledged the various deficiencies and shortcomings brought out in my review report as well as in the report of Shri Banerji and has taken corrective measures to improve the pace and quality of learning.

CHAPTER XV

POST LITERACY AND CONTINUING EDUCATION

Jana Shikshan Nilayams (JSNs)

The following is the break up of number of JSNs sanctioned by the Government of India during the last 2 years :

1987-88	900 JSNs
1988-89	
* 1st lot	600 JSNs
* 2nd lot	444 JSNs

As against a total number of 1944 sanctioned, 1344 JSNs have been made operational. The following are some of the plus points in the area of location of JSNs, selection and training of Preraks, selection and supply of materials and operationalisation of JSN.

Location of JSN : It was gratifying to note that most of the village Panchayats have made available a portion of the Panchayat Building for the JSN of a cluster of 8 to 10 villages and the village having the maximum population, good communication and transport network has been selected to be the centre for JSN. The final decision in regard to location of the JSN has been taken by the project functionaries in consultation with head of the Panchayat and final approval of the Collector.

Selection of Prerak : The initial selection of the Prerak has been done by the Proudh Shiksha Samiti of the villages where the JSN is to be located. The final selection has been done and orders for appointment issued by the PO on the basis of report of the supervisor and after preliminary scrutiny and in consultation with the Panchayat Head.

Training : Instead of having all the Preraks trained in the State Resource Centre, 51 master trainers have been trained and a detailed action plan for training of these Preraks through the master trainers has been prepared by the State Resource Centre and sent to the Directorate of Panchayat & SW. Training of all the Preraks by these master trainers is expected to be over by August, 1989. As on date, however, none has been trained. Since most of the Preraks happen to be outstanding instructors, they have had some exposure to development through training and do, therefore, have the capability to manage the JSN.

Selection and Supply of Materials : A JSN Purchase Committee has been constituted at the State level with Director, Panchayat & SW as the Chairman and Director, Sports and Welfare, Director, Tribal

and Harijan Welfare, Director, State Resource Centre, Additional Secretary, Panchayat; Commissioner, Public Instructions; Director, Publicity; Deputy Secretary, Finance; two non-officials, one representative from the Government of India (Assistant Director, DAE) as members. The Committee has already met a number of times and constituted sub-committees on books, journals, etc. The books have been obtained from writers of Madhya Pradesh and other States through issue of advertisements. Out of 179 titles received, SRC, Indore accounted for 300, SRC, Delhi 4. 131 titles have been selected corresponding to subjects like history, geography, fiction, biography, auto-biography, etc. The books were sent for preview to persons having interest in adult education and development. After the preview, the sub-committee has thoroughly scrutinized each and every title and the following considerations weighed in the decision of sub-committee before making a final selection :

- ** *Year of Publication :* According to the established criteria the year of publication should not be before 1986.
- ** *Type printing.*
- ** *Number of pages.*
- ** *Language used.*
- ** *Subject matter, visual impression, illustration, etc.*
- ** *Cost (maximum Rs. 5/- with 40% discount).*

Visit to a good number of JSNs and dialogue with a number of neo-literates confirm that, by and large, such books have been selected as conform to the NLM criteria and to the felt needs, taste and interest of the neo-literates. More books written by one author have, by and large, not been encouraged. The remaining materials such as—Bicycle, alimirah, blackboard, durries etc. have been prepared through the Madhya Pradesh Laghu Udyog and State Industries Corporation. It was heartening to note that low-cost blackboard (costing Rs. 250/- per piece) have been got made with the beneficiaries of IRDP. This is a very sound step taken.

Pictures and photographs have been purchased from the Photo Division of the I & B Ministry.

Sports materials have been purchased from the Sports Council of Madhya Pradesh.

Musical instruments have been purchased from locally available sources.

CHAPTER XVI

MEDIA, COMMUNICATION AND ENVIRONMENT BUILDING

Strengths

Folk Media

- Every district has got a cultural troupe of 8 persons known as KALAPATHAKS which are conversant with presentation of public shows, Nukkad Nataks, literacy and folk songs. The State Resource Centre had taken the initiative by organising a workshop for 45 leaders of 45 Kalapathaks in Ujjain October, 1988. They were trained in the technique of preparation of script and presentation. After the workshop, the scripts (for Nukkad Natak), songs and folk dances have been composed by them on the basis of the theme supplied to them. Thereafter they have staged 77 performances which have been watched by 87,000 people. In addition, there are 459 KALAMANDALIES who have to present 15 minimum programmes in an area with the grant-in-aid received from the Social Welfare Department. Additionally there are 30 cultural organisations who also get grant-in-aid from the Social Welfare Department. One week training and orientation is imparted to these artists at the Divisional level once a year. Competitions which are popularly known as LOKOTSAV are also organised and the artists are accorded public honour and recognition. It is a happy augury that Government of Madhya Pradesh has proposed to intensively involve these cultural troupes in literacy promotion effort during the period preceding the International Literacy Year and thereafter.
- A number of other innovative measures have been taken for building up environment for literacy promotion efforts. These are:
 - Gaon Ghars are being constructed for running adult and continuing education centres. The officers of the Directorate of Panchayat & SW feel that this is an imperative need and if 70,000 such centres could be constructed for all the 70,000 villages of M.P., it would be a great asset in mobilisation and environment building.
 - GYAN KI PIAO is yet another strategy under which the AEC must be opened throughout the day so that any learner desirous of learning in any part of the day could make it convenient to

come and learn. Two such centres are functioning at Ujjain and the instructors make themselves available on a rotation basis at the rate of 2 hours per centre.

- A book on slogans has been published by the Directorate of Panchayat & SW. In all, 172 slogans have been circulated. The slogans contained in the book are also being used extensively in shape of wall writings which is reminiscent of the wall writings of Sikar District in Rajasthan.
- Yet another innovative scheme known as VIDYA DAN has been formulated in which 300 non-student youth volunteers spread over in two districts have been involved. These volunteers have been trained by the DAEO and PO and literacy kits have been supplied to them free of cost.

Use of Electronic Media in Teaching :

- This is being experimented in 10 centres in Raipur, 10 centres in Vidisha and 5 centres in Bhopal. This is helped in heightening the motivation of learners.

Popularising the Concept of Adoption

- Yet another innovative effort which is being made to persuade people to adopt villages for literacy is known as 'गोद'. This is being tried from the level of Chief Minister to Panch and from the level of Chief Secretary to that of Peon. The Directorate of Panchayat & Social Welfare, however, could not give me precise information as to how many individuals and villages have been adopted in this scheme.
- The Directorate has purchased 54 films on adult literacy and has screened them in 45 project areas. Every DAEO has a complete unit with a film projector, an operator and the entire activity is being monitored.
- Hoardings are displayed at important crossings in all districts, sub-divisions and towns. I had myself the occasion to see number of such hoardings at important locations in Bhopal city and also in the countryside which I visited.
- The Director, Panchayat & SW and Director, SRC have been taken as members

of the AIR Programme Advisory Committee and the Joint Directors of AE have been taken as members at the division level. Software is being designed in consultation and involvement of these persons. There is a regular broadcast programme of 10 to 12 minutes duration once a week from AIR. Indore, Gwalior, Jabalpur, Rewa, Jagdalpur and Bhopal.

- Madhya Pradesh does not have any independent Doordarshan station. There are, however, 11 Doordarshan Relay Stations and they transmit programme from Delhi on the national hookup. It was reported that the response to KHILTI KALIYAN, which was telecast on 2-3-89 at 2.00 p.m. and which is continuing even now, was found to be very positive.
- Monthly wall-newspapers captioned SAMACHAR are being circulated amongst all Panchayats, JSNs and AECs.
- Literacy Jathas have been taken up at different places at Vidisha and Indore. Two literacy convocations of neo-literates have been simultaneously held in which 1500 persons participated.

Motivation of Adult Learners/Functionaries

The following specific measures have been taken to heighten the motivation of functionaries and learners :

- Under the scheme of maintenance and installation of TV sets, assistance of Rs. 2,500 in the maximum is given per Panchayat. So far 3,240 TV sets have been installed at the rate of one per Gram Panchayat. TV set

is being kept at the JSM. Fifty percent of the cost of the set is being met by the Gram Panchayat.

- Every Panchayat has a library and Rs. 7 lakhs are being spent on these libraries for purchase of books. They have been opened to neo-literates and there are 18,000 such libraries in Madhya Pradesh which could be a valuable asset in the literacy promotion effort and for creation of a learning society.
- There is a scheme for award of incentives to different functionaries at the State, divisional, district and project level amounting to Rs. 500, 300, 200 and 100 respectively. This is on the basis of the criteria fixed by Govt. of India in 1983-84. These criteria are : (a) Attendance (b) Evaluation of learning outcome (c) dropouts (d) Duration of the Centre (e) Level attained (f) New and innovative technique (g) Coverage proposed for SC/ST in the AEC (h) Integration of AE with other development programmes (i) People's participation.

Committees have been set up at the district, divisional and project level for evaluation of performance of AECs and the scheme is being implemented from 1988-89.

Post Box No. 9999

Despite clear instructions from the NLMA, the Post Box Number does not appear to have yet been operationalised in Madhya Pradesh. This would have greatly helped in disseminating the message of literacy and in attending to the specific needs of the people who are keen to work for literacy but do not know how to involve themselves.

CHAPTER XVII

SPECIFIC SUGGESTIONS AND RECOMMENDATIONS

Administrative Infrastructure

- The State Literacy Mission Authority should be constituted without further delay.
- There should be a scheme of delegation of powers (Administrative and Financial) to the SLMA so that all decisions pertaining to the Literacy Mission can be taken at the level of this body.
- The Director, Panchayat & SW, who has been notified as the State Mission Director, should similarly be delegated with administrative and financial powers necessary for smooth discharge of his duties and responsibilities. An ex-officio secretariat status consistent with his rank should also be conferred on him without further delay. This would greatly help the movement of papers and proposals from the State Mission Director to the State Government.
- Similarly, District Mission Authorities may also be constituted with the Collector as the Chairman and with representatives of all development departments, Chairman/Chairperson, Zilla Parishads and other representatives of VAs and NGOs and other non-officials as members. The District Mission Authority should function within the ambit of delegated administrative and financial powers to be decided by the State Government and should work for complete eradication of illiteracy for the district as its ultimate goal.
- The administrative structure at the State and District level has so far continued to be very weak. The State Government should, therefore, take an early decision to adopt and implement the revised plan scheme of strengthening the administrative structure of adult education at the State and District level which is fully funded by Govt. of India.
- Administratively there is no Director or Additional Director exclusively looking after the work of adult education. Keeping in view the large size of the State, the population and the magnitude of the problem of adult illiteracy which has increased considerably during the previous years, it may be desirable if there is one full-time Commissioner of Panchayat & SW of the rank of Secretary in the super-time scale with 3 Directors under him namely—one each for

Panchayat, Social Welfare and Adult Education. If this is not possible one Additional Director exclusively for Adult Education could be thought of to provide support to the Director, Panchayat and SW and the State Mission Director.

- In regard to the proposal of the State Government to allow them to continue the Status-Quo ante, i.e., conditions of service and employment of the supervisors such as regular scale of pay, as against a consolidated pay approved by the Government of India, and not to appoint Preraks as Supervisors, the matter should be examined in depth and taken to the NLMA Executive for a final decision.

Plan for Complete Eradication of Illiteracy by 1995

The number of adult illiterates in 15-35 age group who are to be made literate on 1-4-89 is of the order of 65.25 lakhs. At the present rate of enrolment, retention and attainment of literacy status by the adult learners, it will take not less than 20 years to make all of them literate. Besides, at the present rate of growth of population and in view of the heavy drop-out in the formal primary school system, there would be fresh accretion to the ranks of illiterates. Evidently, therefore, we have to increase the coverage, quicken the pace and improve the quality of learning and create an environment in which the benefits of learning are not only retained but are applied to the real life situation. This can be done in the following manner :

- A copy of the State level map indicating the coverage of different areas of the State (wholly or partly) by RFLP, SAEP, NYK, VAs etc. and the areas left uncovered is enclosed at Annexure II. This would show that sizeable areas have been left uncovered (in as much as 194 blocks out of 459 blocks having not been covered by any programme so far). Due to acute constraint of resources, it may not be possible to go in for any expansion of the centre-based programme except on a highly selective basis. The State Government will, therefore, have to widen the base of its coverage by switching over from the centre-based programme to the individualised Mass Programme of 'Each One Teach One' by mobilising and involving the services of students, volunteers (Universities, colleges and schools), non-student youth volunteers,

volunteers of voluntary groups of workers, etc. There are large number of literate employees in railways, other industrial, mining and commercial establishments, trade unions, banks, cooperatives and other financing institutions, Central and State Govt. It should be the endeavour to mobilise and deploy all these literate employees to adopt specific areas for making the adult illiterates living in those areas literate within a prescribed time span. The State Bank of India, Bhopal has already made a good beginning in this regard and this could be a torch bearer for others to emulate and follow.

- The State Government may depute either the Director, Panchayat & SW or any other senior officer to visit Karnataka to study the Mass Mobilisation Campaign which has been launched there so that their example can be studied and fruitfully adopted in Madhya Pradesh.
- The District level perspective plans for all the 45 districts has been prepared and sent to the Directorate of Adult Education, Govt. of India. The DAE should scrutinise the plan and communicate its approval or suggestions for modification, if any or otherwise to the Director, Panchayat and SW as early as possible.
- The District level and project level maps showing the areas which are covered by some on going programme and areas which are not yet covered should be prepared and kept in the custody of the respective officers for firsthand reference and guidance.

Project Management

- The guidelines for conducting survey of an area and identifying the number of adult illiterates were issued to all functionaries in 1982, and later 1985 and 1986. These however, appear to be stereo-typed and give the impression that the survey is a tool for counting of heads instead of being a tool for confidence building and community involvement. Revised instructions, therefore, need to be issued for conducting such surveys in manner which will ensure mobilisation of the whole community for literacy as also confidence building for literacy. This should also form an important component of training.
- The guidelines issued for selection of instructors appear to be equally routinized and stereo-typed. The instructor like the Prerak should be first-rate mobiliser, organiser and confidence builder. She/he should be able to motivate and persuade people to come to the adult education centre and should have necessary communication skills to impart literacy and not merely skills to impart information. A set of revised instructions need

to be issued to the concerned functionaries impressing on them the need for selecting the right type of human material, imbued with a sense of patriotism and social service instead of going in for the concept of paid functionaries who discharge some amount of work only for a prescribed remuneration.

- In a centre-based programme the adult education instructor is central to the whole system and hierarchy of adult education. In order that this centrality is established and maintained, a number of steps need to be taken, such as—(a) arranging get-to-gathers at the district level so that the instructors can know each other, talk to each other and freely express their problems and difficulties; (b) according to public recognition to the instructors for outstanding work on the basis of an objective evaluation of the performance of the adult education centres to be conducted by an external agency; (c) taking the instructors out on excursions and field trips outside the district and the State so that they have better exposure to the outside world which would broaden their horizon.
- Like the instructor, the learner in the Adult Education centre is the focal point in the entire programme. As the field impressions have revealed, most of the adult learners today are victims of the harsh realities of the socio-economic system, i.e., they are victims of either social discrimination or economic exploitation, or both. Many of them have neither the leisure nor the freedom to attend the adult education centre in time and sustain the interest and enthusiasm initially generated. The following specific suggestions may be considered to get over this constraint, namely - (a) provide a support system which will minimise the rigour and hardship to which the learners are subjected to their day to day life; (b) persuade the landlords (particularly relevant in Chhadsarh area where KAMIA SYSTEM or the Attached Agriculture System is in vogue) to release the attached Agriculture Labourers from their household to attend the adult education centre for at least two hours in the evening; (c) universalise the process of identification of beneficiaries under the various development programmes and the Anti-Poverty Programmes like the IRDP in the adult education centre itself; (d) provide through the adult education centre an outlet for ventilation and redressal of various grievances of the adult learners relating to land, employment, wages, making available various inputs, services and facilities for agriculture, such as credit fertilizer, pesticides, etc.
- A thorough study needs to be made on the factors which lead to drop-outs of the learners from the AEC at different stages

and an effort should be made redress as many grievances and day to day difficulties of the learners as possible through intervention of various functionaries of regulatory and development departments.

- Since the instructor will have to play a key role in redressal of grievances, to increase motivation and to arrest drop-out rate, this should form an integral part of training of the instructor.
- At present, most of the adult education centres are located in the instructors' own building and occasionally in place of worship, but not in the primary school building, which have invariably one room. This is not a very happy state of affair and I was given to understand that OPERATION BLACKBOARD in Madhya Pradesh has not fully taken off due to constraint of resources and, therefore, not many two-room primary school buildings are available. This may be taken up with the Bureau of Elementary Education, Government of India and the Director, Elementary Education, Govt. of Madhya Pradesh. Wherever two-room primary school buildings are available, there should not be any difficulty on the part of the primary school to make available atleast one room for running the AEC in the evening hours or at such hours as may be convenient to the learners by a process of readjustment of the timing of the primary school with that of the AEC.
- Efforts should be made to complete training of the remaining 2000 instructors who have not received any preservice or inservice training so far. Simultaneously endeavour should be made to have a second round of training for the remaining 28,000 instructors in a phased manner.
- Normally, the instructor should be trained on a decentralised basis by talented resource persons to be identified locally. In Madhya Pradesh, however, training is being imparted to the instructors by the supervisors. The Director, State Resource Centre and Director, Panchayat and SW are of the view that many of the supervisors are MA, Double-MA and M.Ed. and they are capable of imparting right type of training to the instructors. Even then, I would like to suggest that, there being a superior-subordinate relationship between the supervisor and the instructor which cannot be easily taken away, training of the instructor should be conducted by resource persons other than supervisors so that it becomes truly participative and communicative and that the instructors at the time of training are able to put questions without fear or favour and have their doubts removed about many aspects of adult education programme.

Integration of Adult Education with other development Programmes

- Although detailed instructions have been issued by the Development Commissioner and Principal Secretary, Panchayat, and SW, various other development departments of Government to their heads of department and subordinate formations, Director, Panchayat & SW and some of the Collectors, real integration has not yet taken place in the field as expected. I had, therefore, drawn the personal attention of the Chief Secretary in course of my meeting with him that he might like to review this aspect in his meetings with Secretaries of the various development departments. Similarly, the Secretaries of various development departments may like to review the position with their Heads of Department and the latter may like to review the position with their district level officers and the latter with their subordinate formations in the field. Eventually, we should ensure that integration percolates down to the village level where the adult education instructor and other development functionaries get to know each other, share visits to their respective institutions, exchange ideas and experiences and participate in the various training programmes. They should also exchange various materials, such as -- pamphlets, posters, brochures to the mutual advantage of both. In the ultimate analysis, the development department and functionaries should treat adult education as the key to the success of their programmes and, accordingly, ensure that the beneficiaries who receive units of assistance under the different development programmes are made literate in the larger interest of the success of the programme.

Closer Involvement of AE and Panchayats

- There is a close involvement as far as the State Government and the Directorate of Panchayat & SW is concerned. This involvement, however, does not seem to have fully percolated down to the field. If field impressions are any indication, many Panchayat functionaries continue to be highly sceptical and cynical about the whole programme. There is, therefore, an urgent and imperative need for arranging orientation programmes for them so that they are made fully aware of the various implications of the adult literacy programme and there is an attitudinal change in them to understand and appreciate the magnitude of the problem of illiteracy, its adverse impact on the development programmes and their role in eradication of illiteracy.

Mobilisation

In order that we are able to release the National Literacy Mission from the narrow and restricted ambit

of the centre-based programme which is funded and controlled by the Government and make it a people's programme or a mass movement, the following specific measures need to be taken :

- The Education Minister/Panchayat & Social Welfare Minister should write to all MPs, MLAs in the shape of an Appeal requesting them to spread the message of literacy.
- The Chief Minister should issue an appeal to all MPs, MLAs and members of Zilla Panchayats/Janpad Panchayats/Sarpanches of Gram Panchayats to the effect that (a) they are representatives of the people, they live with the people and should be able to act as ambassadors of the people to spread the message of literacy amongst all concerned; (b) that literacy is necessary and desirable for people in their day to day lives, for protecting and safeguarding their interests from middlemen and exploiters, for their participation in the affairs of the family, the society and the nation.
- In regard to involvement of employers and trade unions, corporators/municipalities/NACs, prison management and staff and ex-servicemen, it is necessary and desirable that detailed action plans be prepared for each of them in close consultation with their department and heads of departments through meetings and that action plans are implemented as quickly as possible without further loss of time.

Academic and Technical Resource Support

- The Bharatiya Grameen Mahila Sangh as the State Resource Centre for Madhya Pradesh has been doing laudable and pioneering work ever since its recognition in 1985. However, its progress in the field of preparation of bilingual material appears to be slow. This is no doubt an extremely complex and difficult process as it involves organising workshops of creative thinkers, writers, artists, who are conversant with the spoken languages, having the proto-

types prepared and field tested before their adoption. However, in view of the fact that large number of people in the State speak languages like Gondi, Bhili, and Bhilali which are distinctly different from the State standard language, i.e., Hindi, the State Resource Centre should devote a major portion of its time and attention to this important item of work.

Post Literacy and Continuing Education

A very good beginning has been made in Madhya Pradesh by starting about 1300 JSNs with a library-cum-reading room with a Television set supplied by the Panchayat Department and other materials as required under the scheme. While the activities relating to library and recreation have started well, activities relating to conducting simple and short-duration training programmes for the beneficiaries (who are neo-literates) is yet to be taken. There should be no doubt that if all the field functionaries of various development departments and particularly agriculture, animal husbandry, forest, fisheries, soil conservation, health and family welfare, etc. spare their services for few hours on at least one day a week, this activity can be taken up much to the advantage of the beneficiaries and to the enrichment of the quality of the programme.

It was represented, and rightly so, that the Madhya Pradesh is a 'A' Category State under the official language act, 1963 and that all communications, such as—circular, orders, instructions, guidelines and routine correspondence should be done in Hindi instead of English, as is the case now. The NLMA does not have the services of a Hindi Officer for translation of the various communications which are sent to Hindi speaking States into Hindi. It depends, to a large extent, on the infrastructure which is available in the Ministry Human Resource Development. In view, however, of several compulsions, there is delay in translation by the machinery provided in the Ministry and, therefore, invariably communications are sent in English, which is not desirable. To obviate this contingency and to ensure that all communications in favour of Hindi speaking States like Madhya Pradesh, are sent in Hindi, we may take steps for creation of a post of Hindi Officer in the NLMA.

CONCLUSION

Madhya Pradesh which is known as the Heart of India, is the largest in size amongst all States but in terms of rate of literacy occupies 24th place. Of the total population of 5.21 crores, nearly 22.97 per cent constitute members of ST community. Although the State had stolen a march above other in conceptualising and initiating social education programmes way back in 1948 and later in entrusting the administration of this important programme to the Panchayats way back in 1953, there has not been any appreciable and perceptible impact of the various programmes connected with adult literacy and social education. Excessive stress on the centre-based programme, excessive reliance on government funding, non-involvement of good, reliable and dedicated voluntary agencies in the programme on a large scale over the years, non-involvement of students and non non-student youth in large numbers are absence of any organised drive to convert a government funded and government controlled programme into a mass movement through mobilisation and involvement of all sections of the society are some of the important factors which have led to the present situation, both—in terms of low rate of literacy, low rate of female literacy as also in terms of the very large number of adult illiterates. But, more than anything else, the members of ST community numbering 119.87 lakhs almost remained cut off from this programme on account of the faulty system of imparting literacy through the State-standard language and not through the language/dialect spoken and understood by them. If the rate of literacy in the State is to register any significant increase and if the State is to rise high in the national literacy ladder, this state of isolation must be broken and the members of ST community must be brought into the main-stream of educational development by pursuing a policy which would enable them to assimilate and absorb the fruits of planned progress and values of national concern, on the one hand, and which would raise their educational status and overall quality of life on the other. Some of the specific measures which would help in bringing the members of the ST community into the Mission framework could be listed as below :

Environment

- The instructor in an adult education centre for a tribal area should be from amongst the ST community so that the members can interact with freedom and ease with instructor as well as with fellow learners, making the process of learning not only acceptable but also a robust and joyful exercise.
- The language through which the lessons are imparted should be the one which is spoken by majority of the learners. It is a happy augury that SRC, Indore has already started preparing bilingual primers through a participative

process. This process should be carried out to its logical conclusion and a good number of bilingual primers should be kept ready as early as possible.

- Simultaneously, it may be necessary to arrange intensive orientation and training particularly for the instructors so that they are able to impart literacy through the bilingual primers on the one hand and that they are fully attuned to the ethos, culture and needs of tribals on the other. Such training should again be imparted by resource persons who have access to the tribal language/dialect and who are familiar with the tribal ethos, milieu and culture.
- The course content should be of direct interest and relevance to the lives of adult learners belonging to ST community which should be comprehensive but not burdensome and should contain essential lessons covering the following, namely—(i) Occupational and functional matters; (ii) health, hygiene & sanitation matters; (iii) Family planning and family welfare matters; (iv) Environment matters; and (v) World view.

Methodology of Imparting Instructions

- This should be both oral and written. The course content should be disseminated through a variety of means, such as—audio visual, cultural demonstration, etc.
- Every ST community has a number of its own dances and music. The recreational and cultural content of the programme should, therefore, be only illustrative and not prescriptive.
- Bringing about simultaneous socio-economic change along with imparting of literacy. Many members of the ST community today are victims of land alienation, displacement from their original habitat and economic exploitation. This alienation and exploitation is the direct outcome of measures for increasing industrialisation and urbanisation which pushes the tribals from their original habitat into the background. While imparting literacy heightens their critical awareness of the laws and institutions which are meant for protecting and safeguarding their interest, it is necessary and desirable that simultaneous efforts are made to bring about a process of social and economic change which would be in conformity with the occupational skills, preferences and interests of the members of the community. In ensuring this, special care may be taken to protect the members of the ST

community from land alienation, money lending and usurious rate of interest which leads to bondage, denial of minimum wages, deprivation of legitimate dues to non-implementation of Weights and Measures Act, implication in false cases due to their simplicity and innocence etc. While the Harijan and Tribal Welfare Department of the State Government has been making significant contribution in some of these areas for several years, it is necessary that a linkage of these efforts be established with literacy so that the efforts themselves could acquire a different meaning and character.

Scheduled Tribe Women

- The course content as also the methodology should have a special bias in communicating to

women as to how they can play a better role in the multifarious activities they undertake occupationally (agriculture, horticulture, minor forest produce, marketing, etc.), domestically (mother and child care), infant protection (immunisation, sanitation, hygiene, etc.), socially (when they sit as members of the village assembly), and culturally.

It is hoped, that if concentrated attention is given to some of these areas and if well-coordinated efforts are made in close conjunction with other development departments, not only we could achieve significant results in eradication of adult illiteracy in Madhya Pradesh but could also impart a qualitative dimension to the whole programme in a "Socially Mission Mould" as has been envisaged now.

VII
MAHARASHTRA

TOUR IMPRESSIONS ON VISIT TO MAHARASHTRA FOR REVIEW OF NATIONAL LITERACY MISSION (12TH TO 14TH JANUARY, 1989)

I had visited Pune on 12th and 13th January 1989 and Bombay on 14th January 1989 and had made an indepth review of the pace and progress of implementation of National Literacy Mission in the office of Director, Adult Education and Honorary Director, Indian Institute of Education which is the State Resource Centre for Maharashtra. This was to be followed up by a final round of discussion with Secretary, Education, Government of Maharashtra. Unfortunately, however, due to her pre-occupation with the strike of the University teachers, she was not available for discussion either at Pune or at Bombay. The following are the plus and minus points of National Literacy Mission in Maharashtra arising out of the review of Pune :

Plus Points

I. Mass campaign for NLM has been launched at the State level by the Chief Minister, Maharashtra in June, 1988.

II. The Director, Adult and Non-formal education has been notified as the State Mission Director.

III. Action Plan

A blockwise and district wise action plan of coverage of adult illiterates in the State between 1988-89 to 1994-95 have been prepared alongwith blockwise maps. The Action Plan shows the area already covered, the area where the programme is being run at present, the uncovered area, how it is to be covered between 1988-89 to 1994-95 and the agencywise coverage.

IV. Survey to identify the magnitude of the problem

The Secretary, Education, Government of Maharashtra has instructed the Director, Adult Education to conduct a thorough survey in respect of one block in each district. Twenty seven blocks in 30 districts (excluding greater Bombay) have been proposed to be covered by the survey which will be launched from the first week of February 1989. A format for the survey has been designed. Earlier on the basis of statistical and trend analysis, the Director, Adult Education had arrived at some notional figures. The proposed survey will establish the accuracy of that figure.

V. Mechanism for evaluation of learning outcome

The levels of literacy and numeracy skills to be achieved by learners have been communicated to all the DAEOs and POs. It is expected that the Supervisors will evaluate the learning outcome periodically i.e. 4, 8, 10 and 12 months. DAEOs have been instructed to arrange discussion on the findings of such evaluation reports in the monthly meetings of Supervisors organised by the DAEOs in respect of their districts. Apart from reviewing the outcome of such

evaluation at the divisional level meetings of DAEOs and POs, every DAEO and PO has been directed to evaluate the learning outcome in respect of 5 adult education centres and submit their reports for intensive scrutiny in the Directorate. The annual report shows that 60% is the rate of success at the Adult Education Centres.

VI. Monitoring and Inspection

A schedule of tour has been fixed for every DAEO, PO, APO and Supervisor and communicated to all DAEOs. While the tours performed by APO and Supervisors are being scrutinised by the DAEO, the tours of POs and DAEOs are being overseen by the Directorate.

Maharashtra has a good system of Regional Deputy Directors of Education who could play a very useful role in ensuring accountability and control over the field functionaries like DAEOs, POs, APOs etc. if a proper schedule of inspection could be drawn up for them.

VII. Training of AE functionaries (Instructors)

The training of Instructors is being organised by the concerned DAEO as per the guidelines issued by the Directorate.

There are about 200 Colleges of Education having about 5 to 10 teachers each. Some of these teachers who have the expertise to act as resource persons have been selected as such by the DAEO and these persons have been trained by the SRC to go back and in turn train the Instructors. Thus the process of training has been decentralised and is being imparted by the grassroot level functionaries with proper training input from the SRC. In the process, 24,690 Instructors have been trained.

The participative methodology prescribed in 'Learning for Participation', a booklet designed by the DAE, Government of India on the model of Bay of Bengal project has been translated into Marathi by the SRC in a very telling manner and is being followed in all Instructors' training. Additionally, the SRC has prepared a set of excellent of audio and video cassettes which are also being extensively used for training of functionaries.

VIII. Post Literacy and Continuing Education

The following steps have been taken to operationalise 700 Jan Shikshan Nilayams under RELPs.

- (a) The Director, AE has issued detailed instructions on 25-11-1988 (in the light of the guidelines issued by Government of India) for location of JSN, selection of Preraks etc.

- (b) Buildings for JSN (mostly private) have been located.
- (c) Preraks in respect of Nanded district (numbering 20) have been selected. Preraks in respect of the remaining districts are in the process of being selected.
- (d) Funds have been placed at the disposal of the DAEOs.
- (e) SRC, Pune has organised a short term training programmes for Professors and Teachers from Colleges of Education who will work as resource persons for the training of Preraks.
- (f) Efforts are being made to involve the field functionaries of various development departments at the district and taluka levels in the programmes of JSNs. Literature in shape of pamphlets, folders, posters as may be relevant to the needs of the neo-literates are being procured for use in simple and short duration training programmes to be imparted at the JSNs.
- (g) 87 titles have been designed by the SRC Pune and 135 titles by the State Institute of Adult Education, Aurangabad.
- (h) Maharashtra has a Director of Libraries whose infrastructure is being availed of for equipping the JSNs with books and other reading materials to be spared from the Libraries at district and taluka levels whenever necessary.

IX. Special measures for mobilisation and motivation of women learners

- (a) Out of 26,811 Instructors, 15,326 (which is more than 55%) are women.
- (b) The State Government has set up a separate Institute at Amravati (Vidarbha region) for imparting training to women functionaries in a variety of occupational skills.
- (c) Savitribai Phule Award is being given to the best female education centre for every district every year.
- (d) From out of the award money, sewing and embroidery machinery and cooking gadgets have been distributed to 290 AE Centres which provides lot of motivation to women functionaries and learners.
- (e) Two districts which did outstanding work in 1983-84 in promoting female literacy have been supplied with colour televisions, VCRs and generators which are being used for training in Amravati and Wardha districts.

X. Media Coverage and Support

- (a) The State Institute of Education, Aurangabad has organised a one week orientation programme for artists, supervisors and Instructors (involving about 120 functionaries) to train them in the art of organising street

plays. It also imparts training to functionaries of AE in preparation of film strips, slides, puppeting etc. The potential thus created after training is being made full use of. The Institute has to its credit a number of audio and video cassettes. Thus the State Institute of Education, Aurangabad has made valuable contribution towards creation of a proper environment for literacy and learning through use of folk media and training.

- (b) A good liaison has been built up and sustained between the Officers of the Directorate, AIR & Doordarshan. The Directorate has been represented in the Programme Advisory Committee of AIR. This has resulted in regular broadcast of programmes covering (i) the theme of literacy (b) success stories from the AIR Stations of Pune, Nagpur, Aurangabad and Bombay.
- (c) Maharashtra has a rich opera tradition which is being fully utilised for creating literacy environment and mobilisation. District-wise Directory of literacy jathas, opera troupes, Kala Pathak, Path Natya and Kirtan Kars is being maintained.

XI. Academic Technical Resource support Indian Institute of Education—the State Resource Centre

The most formidable pillar of support to the adult and non-formal education programme comes from the Indian Institute of Education which owes its origin to the vision, foresight and the unmistakable commitment to education (as a tool of egalitarian social order) of Late J. P. Naik. He founded it, nurtured it and saw it rising from strength to strength over the last four decades (since it was founded in Bombay in 1948). After his sad demise, the mantle of leadership of Indian Institute of Education (IIE) fell on the shoulders of Dr. Chitra Naik and it must be said to her credit that she has not only weathered all storms in evolution and growth of IIE but has raised it to the level of a first rate documentation and action research Centre of excellence.

But the strength of the Institute does not lie in its hoary past but in its unshaken faith that education, if properly planned and organised can promote an egalitarian social order based on the principles of social justice, freedom and dignity of the individual. This faith has manifested itself in all the activities of the Institute, be they research, or curricular development or material production or training and orientation or implementation of non-formal and adult education programmes in the field. This would be evident from the following analysis :

(a) Production of instructional materials

Material Production in IIE, Pune is a collective and participative effort. The Director and Staff of the Institute first give some thought at the SRC level as to what type of material is needed for different groups of clientele. The framework of the material is prepared in consultation with specialists of health,

hygiene, sanitation, agriculture, animal husbandry, forest, fisheries and environment etc. The framework is then discussed in a conference of writers, creative thinkers and artists and the text is prepared and edited by the SRC. An inventory of resource persons has been prepared for this purpose. This process is adopted essentially for designing supplementary readers.

The primers are designed by the SRC in consultation with the Deccan College, Pune (the Western Centre of Central Institute of Indian Languages is located in Deccan College).

A number of dialects are spoken in Maharashtra by large groups of people which are distinctly different from the State Standard Language i.e. Marathi. The following are the spoken language/dialects :

Area	Name of the Tribe	Language
Chandrapur	Gonds	Gondi
	Madia	Madia
Godchirauli	Gonds	Gondi
	Madia	Madia
Dhulia	Bhil	Billodi
		Paurci
		Mauchi
Thane	Worli	Bhillodi

The following bilingual primers have been designed by the State Resource Centre so far :

- (a) Bhilodi & Worli — 1978-79
- (b) Madia, Gondi & Mauchi — 1987-88

The entire process of designing these primers is innovative and participative. For this purpose, representatives of Voluntary Agencies who have access to both Marathi as well as the spoken language are invited. After the materials are designed by them (without illustrations), they are taken for field testing, the reaction of the people speaking the dialects are recorded, brought back to the SRC before the materials are finalised. In course of field testing, the SRC obtains the photographs of the people (the tribal group) their food, dress, customs and life styles etc. with a view to making the materials illustrative and attractive.

It was heartening to know that when the present Director, IIE (Dr. Chitra Naik) was Director, Education she had taken the initiative in opening a Cell in the State Council of Educational Research & Training for preparation of bilingual primers for tribal children as early as 1974-75. Surprisingly, there was opposition to this initiative from the tribal leaders themselves on the ground that this was an attempt to keep the tribals in a State of Educational backwardness. The opposition was soon got over and this initiative has matured itself to a more extensive effort for production of bilingual primers with Marathi script.

The process of review and revision of primers in Marathi has been a continuous process. They have been already reviewed twice.

(b) Post literacy and continuing education materials

The SRC has identified important areas like health, hygiene, sanitation, social forestry, environment, energy, agriculture, animal husbandry, forest and fisheries, rural development etc. for designing supplementary readers. In all about 87 such readers have been designed and these can be profitably used in JSNs. Additionally, the SRC is also designing a number of new titles for JSNs. One thing common in both and very striking is that the themes have been chosen from the lives of great men and women like Sant Tukaram, Sant Gnaneswar, Sant Eknath, Sant Namdev, Samartha Ramdas, Sant Jeenabai, Sant Muktabai, Sant Sokhamela, Sant Gora Kumbhare, Sant Mali and their statements on all aspects of life including literacy. There are verses of Samartha Ramdas which speak volumes not only on the theme and relevance of literacy but on the methodology of teaching and learning which are even now being used as training materials. All these when incorporated into the supplementary readers make them readable, lively and interesting.

On the whole, the supplementary readers are small, inexpensive, well illustrated and well visualised materials which have been exceedingly well brought out. They have on all average 10 to 15 lessons and the cost ranges between Rs. 2/- to Rs. 2.50.

(c) Literacy kits for Mass Programme of Functional Literacy

The literacy kits for MPFL comprises of (a) Instructors' Guide (b) basic primer (literacy) (c) basic primer (numeracy including weights and measures) (d) workbook (a practice book which also includes formats for writing letters, petitions, applications) (e) fundamental aspects of health and hygiene (f) application of Science and Technology (g) monitoring format (h) exercise book (i) inland cover.

The cost of a bare kit comes to Rs. 15.00 and along with the cost of the plastic packet, cost of packaging and transport, it comes to Rs. 20.00.

The content in both the basic literacy primer and the primer for MPFL is the same and both lead to the same conclusion but the approaches or methodologies are different.

One is meant for a group situation and is, therefore, oriented towards teaching and learning through discussion. In a primer meant for a group situation we proceed from sentences to words and from words to vowels. In a primer meant for an individualised system of learning, we proceed from vowels/consonants to words and from words to sentences.

(d) Separate primers for women

The SRC has designed separate primers for women and also supplementary readers. Out of 87 supplementary readers, 23 are meant for women. In the

basic literacy primer an effort has been made to integrate all aspects of life which are relevant to the lives of women such as sense of personal hygiene, sanitation, health, family welfare, occupation, agricultural skills (including Poultry and Dairy), home making, civic education, repairs (small technology), using fuel in an economical manner which will conserve energy, horticulture etc. Additionally, one book has been designed exclusively on legal literacy (to promote awareness of laws which are relevant for women such as Equal Remuneration Act, Prevention of Child Marriage Act, Maternity Benefit Act).

(e) Training

The SRC is imparting training to the functionaries of adult education of RFLP and SAEP as well as to the functionaries of VAs. Training modules has been designed for each of these categories. The SRC is making extensive use of audio-video cassettes for training which makes it very innovative and appealing.

Briefly stated, the training curriculum designed by the SRC for different adult education functionaries which is very comprehensive is as below :

- (i) Techniques of conducting survey.
- (ii) Manner of implementing adult education programme.
- (iii) New programmes of AE and literacy.
- (iv) For whom is this literacy programme—what kind of groups to be covered.
- (v) How to design and conduct Instructor's Training Programme.
- (vi) Methods of imparting adult literacy.
- (vii) Socio-economic development of rural areas.
- (viii) Science and Technology for rural areas.
- (ix) Problem of population growth and population education.
- (x) Problems of education of girls and women.
- (xi) Problems of education of members of SC, ST and minorities.
- (xii) Area development approach.
- (xiii) The concept of JSN and linkage of literacy programme with further educational opportunities.
- (xiv) Right and responsibility of citizenship.
- (xv) Moral and national values implicit in the constitution.

Minus Points

Administrative

- (i) The State Literacy Mission Authority has not yet been constituted. This is still pending for a Govt. decision for nearly 6 months.

(ii) The present Director, Adult Education is also the Commissioner, Bureau of Government examinations. As a matter of fact, the latter is his substantive job. The substantive job leaves him with very little spare time for attending to the NLM work. Earlier, the Director, Higher Education was also Director, Adult Education which was an impossible combination. At the time of last visit of Adviser (Technology Mission) to PM, the then Chief Minister—Sri S. B. Chavan (present FM, GOI) had given an assurance that a full time Mission Director for NLM will be appointed. This has not been fulfilled even 10 months after the assurance. The Director does not have any ex-officio Secretarial status. All proposals are submitted by him through routine correspondence which causes lot of delay in processing at the Government level.

(iii) The Plan scheme of strengthening the administration of adult education at the State and district level was reviewed and reorganised in April 88. According to this, scheme Maharashtra, is 'A' category State and is entitled to 47 posts. The additional posts at the State and District level recommended by the Director are yet to be cleared by the State Government. Although the whole scheme is funded fully by the Central Government, the State Government are unable to take a decision on account of a ban order in force.

Implementation of NLM is likely to suffer badly on account of combination of dual roles for the State Mission Director on the one hand and on account of shortage of staff on the other. The District Mission Authority is yet to be constituted and the District Mission Leader yet to be appointed.

Whatever space is available for the office of the State Mission Director is barely sufficient but there will be shortage of accommodation after the additional posts have been sanctioned.

(iv) The revised pattern of expenditure for the RFLP is yet to be approved at the level of the State Government on the ground that the same pattern of expenditure will have to be applied to the SAEP as a matter of policy.

(v) RFLP and SAEP were introduced in Maharashtra in 1978-79. During the last 10 years, there has been progressive increase in the number of Projects, number of AECs, number of persons enrolled and also the amount invested but in terms of attainment of literacy status, the overall impact does not appear to be appreciable. Illustratively, against the number of adult illiterates in 15-35 age groups at 73.49 lakhs in 1981 and against 38.26 lakhs of persons who have been enrolled between 1981-88, hardly 19 lakhs of persons are reported to have acquired some level of literacy and numeracy

and still 54.35 lakhs of persons (15.355) are left to be made literate. A sizeable amount of Rs. 31 crores have been invested in both RFLP and SAEP but without any significant return.

(vi) The goal which was to be achieved over a period of 12 years (4.5 lakh persons to be made literate per annum) has now been condensed to 7 years (1988-89 to 1994-95) without any change in the number of Projects and Centres and without any significant change in the infrastructure as a whole. This makes the State level perspective plan somewhat improbable and open to objection and therefore, needs to be given a closer look.

(vii) Although the Director, Adult Education has been notified as the State Mission Director he has no say in matters relating to selection and posting of staff. Instead, the recruitment of APOs and Supervisors is done by the Regional Deputy Directors of Education who are the administrative and controlling authorities of the non-gazetted staff of the adult education set up. This introduces a system of dyarchy or dualism in administration which is not at all a desirable trend from the point of efficiency and achieving results in a Mission.

(viii) Training of functionaries

The training curriculum designed for the Instructors appears to be highly subject matter-oriented. Some of the subjects included in the curriculum may not be of any direct interest or relevance for the adult learner.

IX. Problems of monitoring

There are some very genuine problems of monitoring in both the Centre based programme as well as the Mass Programme of Functional Literacy. Illustratively the feed back from NSS, Non-N.S.S. and N.C.C. students is extremely erratic and irregular. The percentage of success in MPFL is not precisely known. This has not been subjected to any check even on a sample basis.

X. Schedule of inspection

The Directorate of Adult Education as such has not drawn up any schedule of inspection for its offices. However, there are Regional Deputy Directors of Education (7) who have been authorised to conduct such inspections. Perusal of couple of inspection reports revealed that while they do highlight aspects relating to financial propriety and administrative discipline, more important aspects concerning evaluation of learning outcome have been invariably left out.

XI. Evaluation of the Programme

Between 1978-85, the Tata Institute of Social Sciences had conducted an evaluation of the National Adult Education Programme but the field reports go

to show that the evaluation was conducted in a manner which was not very participative and also by researchers who did not have enough exposure to the actual running of Adult Education Programme in the field.

XII. Involvement of various sections of the Society in NLM

We wrote to the Chief Secretaries of all State Governments/UTs regarding involvement of Prison Management and staff as early as December, 1987. Later in October, 1988 the Union Home Secretary wrote to all Chief Secretaries for preparation of Action Plan of Prison Management and staff. No action appears to have been taken on these letters.

Similarly no action seems to have been prepared for involvement of the following :

- Army, Navy and Airforce and Welfare Organisations attached to them.
- Ex-servicemen.
- Employers and trade unions.
- Banks, Co-operatives and other financing institutions.
- Non-student youth volunteers.
- Housewives and their associations.

A perusal of the guard file of the circulars issued by the Government of India and National Literacy Missions Authority, one gets the impression that most of the circulars are yet to be acted upon.

XIII. Biliteracy

Bilingual primers prepared by the State Resource in Bhilodi in 1978-79 and in Madia, Gondi and Mauchi in 1987-88 are not being used. The State Government is yet to take a decision regarding use of these bilingual primers.

XIV. Post literacy and continuing education

Although the scheme of JSN was introduced in 1987-88 and detailed guidelines issued in February 1988, the State Government approved the proposal only on 31-8-88. Formal orders sanctioning 700 JSNs have been issued but the scheme has not yet been fully grounded on the ground that there are 795 Supervisors already in position (350 in RFLP and 445 in SAEP) engaging a regular scale of pay. Since the State Government is finding it difficult to terminate the services of Supervisors, it contemplates to appoint Preraks for the time being only as Organisers of JSN activity. The Task of Supervision will be assigned to the Pretak only after the issue of Supervisor's termination is settled. This is not a very happy state of affairs.

XV. Voluntarism

Maharashtra has a good voluntary action base and the State Government have supported a good number of proposals for involvement of VAs in NLM. A number of proposals had, however, to be returned on the ground that they did not contain the area operation plan and other documents. Such back reference

could be avoided if we had a close and constructive collaboration between the VAs and the district level functionaries which is evidently lacking.

Specific Suggestions

I. The State Literacy Mission Authority should be constituted without further delay. It should be an executive and implementing agency and not merely an advisory or recommendatory body.

II. A fulltime State Mission Director should be appointed without further delay. He/She should not be assigned any function other than NLM.

III. Similarly the District Mission Leaders for the 2 T.D. districts of Nagpur and Osmanabad should be appointed without further delay.

IV. The administration of Adult Education at the State and District level should be strengthened without further delay by availing of the benefit of the Central Plan Scheme for strengthening the administration of adult education.

V. The State Mission Director should be a full fledged Head of the Department with ex-officio secretarial status. He should be delegated with necessary administrative and financial powers to enable him to discharge his function smoothly and efficiently. Illustratively, the power to appoint non-gazetted staff such as APOs, Supervisors, Clerks, Peon etc. should be taken away from the Regional Deputy Directors of Education and be vested in the State Mission Director. The latter should adopt and implement in letter and spirit the special selection procedure which is being followed by the Government of Rajasthan to ensure selection of qualified and competent staff.

VI. Space, furniture and equipments (including audio-visual equipments and computers) as are essential adjuncts of the office of a Mission Director should be provided to the State Mission Director.

VII. The revised pattern of RFLP should be adopted by the State Government for implementation. The same pattern should be extended to SAEP. Additional outlay in both the Central and State plans should be provided in 1989-90 to make this a reality.

VIII. In view of the magnitude of the problem of illiteracy, timespan within which the goal of eradication (of illiteracy) is to be attained and the constraint of resources-human, material and financial, an earnest and determined endeavour be made to plug all the loopholes in the Centre based programme so that leakages and wastage are arrested and minimised and the investment made in the programme yields some desired result.

IX. The training curriculum for instructors needs to be redesigned and brought closer to the objectives of NLM (in qualitative terms). The Instructors must be trained to train the adult learners in turn to promote self-efficacy, self-determination and self-help. Evaluation of learning outcome must be specifically included in the training curriculum.

X. There should be a close nexus between the format of supervision, inspection and monitoring. The check list of points for different functionaries may be somewhat different but it should lead to the unmistakable conclusion that something definite and positive is taking place on the ground, the same is measurable and there is no manipulation or window dressing. Attainment of prescribed levels of learning outcome should be the ultimate object of any supervision, inspection and monitoring in NLM and this aspect must be checked on a sample basis in course of inspection.

XI. An annual schedule of inspections should be drawn up by the State Mission Director for himself as well as for all his Officers. The format of inspection should be comprehensive and should bring out thoroughly all aspects of implementation of the Programme as the ground with utmost emphasis on attainment of effective level of literacy status.

XII. The entire process of selection and training of Preraks (to be in charge of JSNs) should be completed and all 700 JSNs be operationalised without delay. Since the scheme envisages a dual role for the Prerak i.e. Organiser of activities in the JSN as well as Supervisor, the State Government should implement it as such instead of restricting the Prerak to play a limited role.

XIII. The State Government should take a decision for use of bilingual primers in such areas where there is a need for the same. For this purpose, the AE Instructors and Preraks need to be trained so that the primers can be introduced gradually and after thorough preparation.

XIV. The Vice Chancellor, Bombay University—Dr. Miss Bengalee has taken a laudable initiative to involve about 60,000 University level N.S.S. and Non-N.S.S. students in NLM. The programme was launched in August 88. Unfortunately, however, no proper monitoring mechanism for this programme has been designed as yet. Consequently, the office of the State Mission Director is totally in darkness about the implementation of the programme and its outcome. This mechanism needs to be designed immediately. The Education Secretary who is the Chairperson of the Steering Committee should review the pace and progress of the programme in periodic meetings with the Vice Chancellor and the Programme Co-ordinator, N.S.S.

XV. In order that proposals from VAs are formulated properly and that there is no back reference (of these), the District Mission Leader and the DAEO must adopt a very positive and helpful approach and must extend full co-operation to the concerned VA right from the stage of formulation of the proposal alongwith the area operational plan and all relevant supportive documents. Organising State and District level Conventions of VAs by the State Government would go a long way in identifying the right type of agencies, in environment building and also in bridging the credibility gap.

Conclusion

There are many plus points in the educational scenario of Maharashtra which places it in a vantage point (in relation to other States) as far as implementation of National Literacy Mission is concern. The first one is the logic or by product of history. On account of Bombay being one of the 4 metropolitan cities to be developed by the colonial rules, a network of educational and cultural institutions was built up in the 19th or 20th Century which over the years have taken deep roots and contributed significantly to the educational development of the State. The city of Pune on account of its proximity to Bombay and also due to its bracing climate has also reaped in no small measure a portion of those benefits conferred by history. Secondly, one feels immensely heartened when one hears the saga of glorious contribution made to the field of educational development by dozens of education like R. V. Parulekar, J.P. Naik, V.V. Kamat, K. G. Saiyidain, T. K. N. Menon, G. S. Khair, A. R. Dawood, Sulabha Panandikar, G. D. Parikh, Madhuri Shah. These were the titans who have not only carved out names for themselves in their respective fields but have laid a solid base for institutionalised teaching, research, experimentation and extension. The Indian Institute of Education established by Professor J. P. Naik in Bombay in 1948 and later shifted to Pune in 1976 bears the stamp of that undiminished dedication to the cause of education and will continue to be a major milestone in the history of educational development in the State. Thirdly, the State has a very rich tradition of folk music, religion and art. the historic talent of performing artists in opera troupes which one sees today in such abundant measure is the legacy of that tradition which is alive in every Marathi household. This

tradition has been nurtured and enriched further by the genius of a galaxy of saints and savants like Sant Tukaram, Sant Gnaneswar, Sant Eknath, Sant Namdev, Samarth Ramdas who have for generations injected a new ethos into the lives of millions in rural Maharashtra. Fourthly, Maharashtra has the unique distinction of giving birth to outstanding natural leaders of men and women like Baba Saheb Amte and Pandurang Athavale who have carved out a niche in the hearts of millions and who have been powerful forces of mobilisation. One single appeal from them could stir to depth millions (as has been evident from the BHARAT JODO MOVEMENT launched by Baba Saheb). And last but not the least, Maharashtra had taken the lead in several movements of literacy like 'Gram Shikshan Mohim' of late fifties and early sixties, of co-operativisation of agriculture and allied fields, of Employment Guarantee for the unorganised rural poor, of womens' liberation and empowerment and of voluntarism. The extent by which the State Government and NGOs could have harnessed some of these forces and institutions would have demonstrated the measure of its success in the battle against illiteracy. Even now it is not too late to harness them in a systematic and organised manner which could yield immense dividends. In NLM we are speaking of modernisation, of applying the findings of scientific and technological research for a better motivation, better learning environment, better retention and application but in this process we could always look back and derive unbounded inspiration and strength from the past. In that sense, tradition and modernism are not adversaries but are close allies, one counting and relying on the other for obvious advantages.

TOUR IMPRESSIONS OF DG(NLM) ON VISIT TO PUNE ON 2-4 APRIL, 1990

I had reviewed the pace and progress of implementation of National Literacy Mission in the office of Director, Adult Education and Hony. Director, Indian Institute of Education, Pune from 12th to 13th January, 1989. During my subsequent visit to Pune from 2nd to 4th April, 1990 I made a second review of the pace and progress of implementation of National Literacy Mission in Maharashtra State in the office of Director, Adult Education and Hony. Director, Indian Institute of Education, Pune. The following are some of the major findings emanating from this review :

1. Administrative Infrastructure

There are two significant developments which have taken place since the date of my last review in January, 1989. One is the appointment of Shri Basant Patil as full time Director (Adult Education) w.e.f. 1-1-90 and delinking him from his earlier substantive assignment as Commissioner, Bureau of Government examinations. This assignment which cast an important responsibility on Sh. Patil was consuming lot of his precious time, energy and resources and consequently, he was not able to concentrate as much time on the work of the National Literacy Mission as he was expected to. The present arrangement will relieve him from the earlier onerous burden and will enable him to concentrate his full time on adult education.

The second is reemployment of Shri G. S. Shinde, Deputy Director for a period of 1 year w.e.f. 1-10-89. The Director, Adult Education has very limited supporting staff and it is expected that Shri Shinde with his considerable experience in the field of Adult Education would provide that much needed support to Shri Patil.

Under the plan scheme of 'strengthening the administration of adult education', Maharashtra is an A—Category State and is entitled to 37 posts at the State and 240 posts at the district level. As a matter of fact, the govt. order creating 17 additional posts at the State level and 30 additional posts at the district level has been issued. The posts of Programme Assistant (30) at the district level have been filled up but out of 17 additional posts at the State level only the following have been filled up :

Superintendent (Class II)	—	1
Statistical Assistant	—	2
Senior Assistant	—	2

The remaining 12 posts as below have not yet been filled up :

Joint Director	—	1
Deputy Director	—	1
Assistant Director	—	1

(This is in addition to two existing vacancies)

Accountant	—	—
Junior Assistant	—	—
Programme Assistant	—	—
Operator	—	—
Stenographer	—	—
Peons	—	—

Additionally, two non-gazetted posts of Assistant Deputy Educational Inspectors (sanctioned prior to NLM) are also lying vacant. Their designation should be changed to bring them into the frame work of NLM (like Programme Assistant).

There are 4 posts of Social Education Officer which were created prior to introduction of NAEP (1978). The SEOs are at present attending to the following functions :

- (I) Planning post literacy and continuing education;
- (II) Voluntary Agencies;
- (III) All matters of NLM; and
- (IV) Monitoring and Evaluation.

Although government have appointed Shri Basant Patil as full-time Director (Adult Education) w.e.f. 1-1-90 as also State Literacy Mission Director, he has not been vested with the powers of a Head of the Department. The State Government was approached nearly 3 years back with a self-contained proposal to this effect but it was turned down though not on justifiable grounds. The matter has been taken up once again but without any effect. This needs to be vigorously pursued.

With the Skeleton staff at his disposal and very few officers (1 Deputy Director and 1 Assistant Director), the Director (Adult Education) has very limited support. In such a situation there can hardly be any rational and judicious distribution of work. The whole purpose of appointment of Shri Patil as the Director, Adult Education and State Literacy Mission Director is bound to be defeated unless supporting staff are sanctioned immediately. The Education Secretary, Government of Maharashtra was requested by me to look into this matter.

I. System of Inspection and Supervision

As was reported in my earlier review report, there is a separate machinery for carrying out inspection of the office of DAEOS. There are 7 Regional Deputy Directors who function under the overall supervision and control of the Directorate of School Education.

Copies of the reports of review/inspection conducted by the Deputy Directors (Regional) are sent by them to the Director (Adult Education). These cover most of the routine aspects of administration, such as — budget, finance, accounting, inspection, tours etc. Since we are in a Mission, with clear objectives, fixed target groups and a prescribed time frame, and the thrust in the Mission is on achievement of results by making illiterate adults functionally literate and not on enrolment, we need to impart a different kind of orientation to the quality of inspection. It will be desirable if the Director, School Education and the Director, Adult Education discuss this matter and design a format for conducting such inspections which could be more or less in the same format as has been designed by me for reviewing the pace and progress of implementation of National Literacy Mission.

Maharashtra has 7 regions and 30 districts. With the limited staff at his disposal the Director (Adult Education) has chalked out a plan for covering at least one region once a year. A check list of points has been drawn up for the purpose of this inspection which is usually kept in view while conducting the inspection. In 1989-90, I was given to understand that 58 inspections were conducted covering 29 districts.

Procedure for conducting the Inspection

From the discussion with the Director (Adult Education) and the 7 officers assisting him in the inspection work at the Headquarters it transpired that the first day is devoted to collection of information covering the following aspects :

- Compliance of previous inspection reports;
- Whether all eligible illiterate persons have been enrolled in AECs opened? If not, what is the other alternative left?
- Whether training of all instructors has been conducted according to the procedure laid down?
- Whether training is residential or non-residential?
- Obtaining a list of 5 good and 5 bad AECs from the DAEOs (complete list of all AECs are being maintained in every DAEOs office) and subjecting the same for field verification.
- Whether orders for purchase of equipments have been issued or not?
- Whether teaching/learning materials have been indented, received and distributed to all the AECs or not?
- Whether honorarium to all the instructors and supervisors/*preraks* of AECs has been disbursed or not (with reference to verification of the acquittance rolls)?

On the second day the Inspecting Officer moves out to the field to visit AECs and JSNs and checks the following aspects of their working :

- Actual attendance on the day of visit and the average attendance in the month of visit.
- Average attendance in the previous month.
- A comparative analysis of the attendance.
- Curriculum prescribed—the literacy and numeracy which is actually imparted, and whether the same is according to the curriculum?
- Progress of learning by test checks—mostly oral.
- Whether all the materials have been actually received in the centre according to the scale laid down in the approved scheme?
- Whether the AEC in question is being regularly inspected by the Prerak/Supervisor?
- What is the frequency of such visit?
- How many learners are reported to have been enrolled and how many are actually enrolled?
- Whether the instructor/*Preraks* are making personal contact with the village-head about proper functioning of the AEC/JSN and whether they are getting the desired cooperation in the running of these institutions from the village community?

Follow-up Action

The reports are prepared in the Office of the Director (Adult Education) and instructions are issued to DAEOs on the basis of the findings contained in the report. Copy of the report is also sent to Secretary (Education) and Regional Deputy Director (Education). Every inspection report runs to about 10 pages. The observations contained in that report are discussed in the monthly meetings with the DAEO/PO. The compliance is further verified by the inspecting team at the time of next visit.

Yet another way of reviewing the performance of the field officers is to conduct regional level meetings of DAEOs. In all 14 such regional meetings have been held in 1989-90. In addition to observations contained in the inspection report, various reports relevant to NLM are discussed.

Minus Points is System of Evaluation

- The trust in NLM is not on enrolment but on achievement of learning outcome. In view of this, all out attention needs to be given to the number of learners who are becoming functionally literate at the end of a course instead of concentrating on enrolment and attendance though these are incidental to the main object.
- In order to ensure that reports on achievement of learning outcome are accurate and authentic, the inspecting officer may take up couple of cases on a random sample basis for verification of the actual learning outcome vis-a-vis the one which has been

reported. This could be done by way of interrogation of the learners in a friendly and informal manner apart from verifying the progress achieved in learning from day to day on the basis of the records which might have been kept by the Instructor/Supervisor.

Additionally, the following points also need to be specifically verified in regard to inspection :

- Whether adequate preparation has been made in respect of a particular area before opening of the AECs by —
- Conducting a survey of illiterate adults;
- taking the community into confidence and securing their cooperation and support to the running of the centre.
- involving other government functionaries, such as Primary School Teachers, ANM/Lady Health Visitor/Wife, Village Level Worker/Village Agricultural Worker etc.
- Creating a proper environment in the area by way of giving publicity about opening of the AEC and through person to person interaction.

According to the existing trend, an AEC usually runs in isolation without involvement of other development functionaries. The inspecting officer in course of his visit should make it a point to contact the functionaries of other development departments as may be in position in a village where the centre is located and solicit their cooperation, support and help to the programme through the following :

- periodic visit to the centre.
- talking to the adult learners, trying to understand their problems and helping to redress some of them;
- supplying attractive posters, charts, other teaching/learning materials containing development information of the concerned departments etc.

Enrolment and Achievement of Learning Outcome

According to the report of achievement of learning outcome, as against 8,71,581 learners enrolled during 1988-89, 5,22,948 learners are reported to have achieved the NLM norm. The percentage of achievement in relation to enrolment comes to about 59.6% or 60%. The centre-based programme for the year 1989-90 has commenced from April, 1989 and according to the figures reflected in the attendance register as on 31-12-89, 8,31,041 learners have been enrolled so far.

The information relating to achievement of learning outcome is reported by the Office of the DAEO and this report is prepared on the basis of the report received from the supervisors/preraks who, in turn, receive it from the instructors of AECs.

The Director (Adult Education) is not very sure as to whether test reports for 1988-89 as also for the previous years have been kept or not and if so, the level and the place where they have been kept.

The tests were conducted either on slate or in exercise books and, therefore, there was no possibility of recording the performance sheet. The Director indicated that he on the basis of the guidelines prepared by the SRC, Pune has now prepared and circulated individual sheets of evaluation of learning outcome which are to be used in AEC. In other words, if 8,31,041 learners were reported to have been enrolled as on 31-12-89, as many evaluation sheets as the number of learners enrolled have been sent to all the DAEOs (30). Confirmation has been received from the latter that these sheets have been distributed to the instructors at the bi-monthly project meetings.

An Analysis of the format of the Evaluation Sheet

- Each evaluation sheet contains 30 separate sheets, each sheet containing different words and sentences for reading and writing and different numerals with examples for numeracy.
- The words, phrases and sentences are relevant to the learners' own life and surrounding.
- The question paper and the answer sheet are in a combined form.
- The sheet contains full particulars of the candidate who is expected to fill up the columns by providing these particulars.
- Grading in respect of reading, writing and arithmetic has been separately indicated in each sheet to enable the instructors to take corrective measures.
- The evaluation sheets are required to be preserved by the supervisor/prerak, as the case may be, for the year when the AEC is in operation. It will be destroyed thereafter. The gradation sheet will, however, be preserved at the level of the DAEO for 5 years.
- The maximum marks awarded in each evaluation sheet are 100 and separate marks have been allotted to each question.

The Director (Adult Education), however, assured me that the learner will not know that he/she is being subjected to a formal test. He further indicated that the following steps are being taken to make the entire evaluation system as non-threatening as possible :

- * There is no fixed time schedule within which an evaluation sheet is to be answered. Even if a learner could attempt only arithmetic on the first day and could not attend to other tests, in reading and writing,

he/she will be permitted to take the test on the next day. In other words, there is no concept of one-time school examination.

- * Even if a person is not present on the first day of the test, he/she will be allowed to appear subsequently.
- * The instructions which form a part of the evaluation sheet indicate as to how to give grades in respect of reading, writing and arithmetic. Initially it was indicated that there will be no separate grade for reading, writing and arithmetic. By issue of a separate circular issued subsequently, it has now been clarified that separate grading will be allowed for reading, writing and arithmetic. Cumulative grade will, however be decided on the basis of the following performance of the learner :

60 or more	out of 100	A grade
45 to 59	..	B grade
35 to 54	..	C grade
Less than 35	..	D grade

The Director (Adult Education) frankly indicated that the instructors were left free to conduct their own procedure for evaluation of learning outcome. Although a copy of the booklet written by Shr R. S. Mathur, Additional Director, DAE was received in the Directorate as early as 1985, it appears that the guidelines on evaluation of learning outcome contained in this book were neither communicated to field officers nor followed up. The present Director, who was previously Commissioner (in-charge of 27 examinations—scholarship for middle/high school, diploma in education, shorthand and typewriting) has on the basis of his own experience of the working of the formal system of exam has made a sincere attempt to inject some order and discipline into the entire system of evaluation. This, however, needs to be critically examined with reference to the principles of Improved Pace and Content of Learning. The Director, SRC Pune to whom a set of evaluation sheets together with guidelines were handed over has been requested to critically examine and satisfy herself whether these are in conformity with the principles of IPCL.

According to the evaluation reports on the basis of the 4 months' evaluation which have been received centre-wise from all the districts, the following is the grading attained by learners enrolled in the programme :

Grade A	86299
Grade B	101609
Grade C	97387
Grade D	26099
Total	<u>311394</u>

The above grading is in respect of AECs started in April, 1989 and the percentage of success is of the order of 65.

Planning and Preparation for 1990-91

It was observed in the last review report of January, 1989 that a though survey was conducted in respect of 27 blocks in 30 districts (excluding Greater Bombay). The survey was launched in the first week of February, 1989 with a view to helping in preparation of a compact and contiguous area approach. The Director, Adult Education indicated that the survey has since been completed. The Director also indicated that to the extent possible and required the AECs under RFLP and SAEP were located in respect of these 27 blocks on the basis of the survey and according to actual need. He further indicated that for Wardha and Sindhudurg which have been selected for complete eradication of illiteracy during 1990-91, 8 blocks and 7 blocks respectively have been fully covered by the AECs so that an intensive drive could be launched during 1990-91 for complete eradication. According to the compact and contiguous area approach which is being adopted in respect of these 27 blocks, the AECs will continue on the basis of the final evaluation of learning outcome (which has since been completed in March, 1990 but the result for which is awaited) and till the areas have been made fully literate. Additionally, 497 AECs sanctioned under SAEP for Wardha district during 1989-90 will be continued during 1990-91.

The Director (Adult Education) also indicated the following in the context of implementation of compact and contiguous area approach :

- Additional 1200 AECs have been proposed by the Directorate to the State Government in December, 1989 under the State plan. These are proposed to be opened during 1990-91 but the sanction is still awaited.
- In addition to 27 blocks which were taken up for full literacy, 89 blocks have been partially covered during 1989-90. The programme in these 89 blocks will continue according to the same compact and contiguous area approach after the evaluation of learning outcome has been made known on the basis of which further shifting/readjustment will take place according to the following principle :

* Where the learners have obtained A, B or C grades according to the evaluation of learning outcome, the centres will move to the adjoining block and the learners will be required to reinforce their learning through JSN.

* Where the learners have obtained D grade, centres will continue at the same location for them.

Mass Programme of Functional Literacy

The Education Secretary, Government of Maharashtra and myself had a very interesting meet-

ing with Acharya Sri Panduranga Athavale on 8-1-90. In course of this meeting we had craved the indulgence of Acharya Sri to take up Mass Programme of Functional Literacy for fishermen of Maharashtra and Gujarat, majority of whom are members of his organisation—known as *Swadhivaya*. It was an extremely exciting and educative experience to have this dialogue with Acharya Sri, a gist of which is placed at Annexure I. In deference to the wishes of Acharya Sri, no formal request in writing was sent to him soliciting his blessings and support for the mission but the Education Secretary, Government of Maharashtra was requested to informally take up the matter with the Secretary to Acharya Sri from time to time. This needs to be followed up further.

Additionally, the following steps have been taken to involve teachers and students of Maharashtra on a large scale :

- Social service is one of the subjects in which every student of Class IX is required to secure minimum "C+" grade to be eligible to appear in Class X exam. On the request of Government of Maharashtra the Board of Secondary Education, Maharashtra has adopted a resolution in which literacy has been included as one of the subjects which can be taken in place of Social Service compulsorily, for a period of 5 years starting from 1990-91. The Board resolution has since been approved by the Government. According to this, students of Class VIII, IX and XI (of Arts and Commerce) are required to take up literacy as social work. 30 lakh students are expected to be involved in this process. The Director, Adult Education indicated that details are being worked out by the Board of Secondary Education in a meeting being taken up on 9th and 10th April, 1990. It was most heartening to note that the Chief Minister, Maharashtra is also taking a meeting with the office bearers of the Associations of Management of Secondary and Senior Secondary Schools and Associations of Headmasters of teachers of Secondary Schools and Colleges to mobilise their support for literacy. Maharashtra has 9000 secondary schools, 1000 senior secondary schools and 550 senior colleges. Large number of these educational institutions are managed privately with grant-in-aid from government. However, it is hoped that with the positive initiative and interest evinced by the Chief Minister, Maharashtra, and appeal proposed to be issued by him to all the "teacher" and "students" organisations as also to the management of secondary and senior Secondary schools will help in securing their total mobilisation and support. The Director, Adult Education indicated that there is a large measure of involvement of these institutions in literacy from the days of Gram Shikshan Mohim in Maharashtra in 1959-61. He indicated that detailed action plan will

be prepared on the basis of the decisions which may be taken in these meetings.

Involvement of Rayat Shikshan Sansthan

There is one energy which sustains the Universe, which runs through the veins and arteries of human beings as well as through the chlorophylls of plants. That energy to which we all look up to for our survival is the solar energy which reaches out to one and all, irrespective of caste, creed and colour.

It was left to veterans with mighty minds like Jyotirao Phule, Sri Sahu Chatrapati and Vital Ramji Shinde at one of the most decisive moments of Indian history in Maharashtra State to realise this supreme truth and raise the banner of protest against the cult of untouchability and hierarchical caste system which divides man from man and propagate the above supreme truth about basic unity under lying and pervading all beings.

The grit, courage and interpidity with which Jyotirao Phule launched his tirade against social ostracisation of members of the S.C. community is today a subject matter of history. Himself a teacher and promoter of education, Mahatma Phule had realised and rightly so that people will never perceive the need for education unless their social and economic handicaps could be tackled first. Inspired by an irrepressible desire for social reform he had founded the Satya Sodhak Samaj which was to inject the principles of equality and non-discrimination into every aspect of public life.

Karmaveer Bhaurao Patil, the founder of Rayat Shikshan Sanstha belongs to this illustrious tradition of social reform and organised resistance against individual and collective aberrations which drive a wedge between humanity and eventually leads to alienation and disintegration of the social order.

The Rayat Shikshan Sanstha is a huge educational edifice which was founded in a Conference of Satya Shodhak Samaj held in village Kale in Karad taluka of Satara district in 1919 and which till date easily remains the largest of all private agencies engaged in primary and secondary education in Maharashtra. It runs today thousands of primary and secondary school and hundreds of colleges (including training colleges). From the most modest beginning when it did not have a single school of its own, it has risen from strength to strength and is today decidedly the largest and oldest body in education planning and administration in Maharashtra. That the Rayat Shikshan Sanstha and the institutions founded by it have been potent factors in building bridges of understanding in the minds of the young folk who belonged to Maharashtra, apart from spreading the message of literacy and education is evident from the first triennial report for the years 1935 to 1938 published on 1st March, 1939. Says the report

"The Chatrapati Sahu Boarding house founded by the Rayat Shikshan Sanstha is a unique model institution in India which has been blotting out and effacing the most unnatural distinction created between man and man and thus has been paving the way for real unification of India. Out of 188, the present number of inmates of the boarding, 57 are Marathas, 21 allied castes,

2 Brahmins, 6 Jains, 13 Muslims, 39 Mahars, 16 Mangs, 15 Chambhars, 5 Ramoshis, 2 Dhors and 1 Nat. All these boys are bred up as children of one family, staying, dining working and living together a common disciplined life".

The Rayat Shikshan Sanstha today holds out a tremendous promise and hope for the success of National Literacy Mission. One is that the Sanstha is headed by Sri Sharad Pawar, the Chief Minister, Maharashtra whose unmistakable commitment to literacy and education is a byword for all of us. Secondly, the hundreds and thousands of colleges and schools under the management of the Sanstha are the torch-bearers of a lofty tradition founded by the Karmaveer, nurtured and sustained by him and many others and based on selfhelp, self-abnegation and catholicity. What greater value-oriented education and loftier principles of life could have been propagated than those which are also the keywords in the National Literacy Mission? If all the teachers and students of the educational institutions managed by the Sanstha could be mobilised for literacy under the dynamic leadership of the Chief Minister it will undoubtedly be a big leap forward for the Mission.

Involvement of Voluntary Agencies in NLM

The statement below indicates the number of voluntary agencies from Maharashtra which have been sanctioned grant-in-aid during 1987-88, 1988-89 and 1989-90.

Year	(Rs. in lakhs)		
	No. of VAs	No. of AECs	Amount involved
1987-88	23	655	22.88
1988-89	33	1985	70.40
1989-90	19*	1000	43.95

* These are not new VAs. These have been approved continuous projects.

According to the report of the Joint Evaluation Team which evaluated the performance of these voluntary agencies in 1987-88, the following is the gradation of voluntary agencies :

- A Nil
- B 11
- C 25 (C₁ 10; C₂ 15)
- D 11

A two-day orientation workshop was organised under the auspices of Indian Institute of Education, Pune on 2nd and 3rd April, 1990. As many as 48 voluntary agencies participated in the workshop. The central objective of this workshop was to impart some basic information and orientation to the voluntary agencies about the various contours and parameters of area specific and time specific approach to eradication of illiteracy on the one hand and Improved Pace and Content Learning on the other. The Director (Adult Education)-Smt. Anita Kaul and myself had the occasion to participate in this workshop for both the

days. Subsequently another two-day workshop was also held with about 10 resource persons drawn from voluntary agencies, State Resource Centres, State Governments, Universities etc. to bring out a manual containing detailed instructions of the existing Grant-in-Aid Scheme, Area Approach and IPCL for voluntary agencies and the modality of their operationalisation. In the first workshop in which 48 voluntary agencies participated, the following points had been brought to my notice :

The voluntary agencies find it difficult to formulate an area operational plan on account of the following difficulties :

- The area which is operationally convenient to them is seldom allotted.
- In course of scrutiny of the applications the size of the project is unilaterally reduced either by the DAFO/Collector or Director (Adult Education) or the Education Department of the State Government without assigning any reason.
- No positive and constructive guidance is available from the district level functionaries of adult education to the voluntary agencies in formulation of the area plan.
- There is inordinate and avoidable delay in processing of the applications and during the inter regnum between the date of preparation of the plan and the date when it is finally approved, lot of changes take place in the area which do violence to actual operationalisation of the project.
- There is considerable amount of distrust and suspicion from the government functionaries including the police, magistracy and functionaries of other regulatory departments such as revenue, forest, labour, excise etc. towards the voluntary agencies. Conscientisation is often treated as coterminus with belligerence and any effort to organise the rural poor through conscientisation, education and training is treated as violative of sacrosanctity of property rights, law and order, peace and tranquillity etc. False cases are booked against voluntary agencies and social activists' on some plea or the other under IPC and Criminal Procedure Code. This leads to lot of demoralisation amongst such agencies and activists.

All the above issues raised by the voluntary agencies during the Workshop were discussed with the Director (Adult Education) of the State Government and his other officers. The Director (Adult Education) himself had attended the Workshop for sometime and had listened to some of the grievances of the voluntary agencies. He indicated that the following steps are being taken by his office to ensure processing of the applications from the voluntary agencies with utmost expedition and speed :

- All applications are diarised after receipt.

— Applications are returned only if they are found deficient after scrutiny in the office of DAEO.

— If a voluntary agency applies to work for a particular area where some other agency is already working, the voluntary agency is advised to change the area. If the agency insists to operate in that particular area, the DAEO forwards the application to the Director (AE) with his remarks.

— In the light of the guidelines received from the NLMA, New Delhi detailed instructions have been issued to all the DAEOs to assist the voluntary agencies in preparation of the area operational plan.

— If the application is complete in all respects, the DAEO takes about a month to forward the application. Back references are avoided; but wherever back references are unavoidable, they cause delay in processing of the application.

— A check list of 22 points has been sent to the DAEOs for the purpose of stringent scrutiny of the applications so that cases of only very good, reliable and committed agencies are considered and cases of other voluntary agencies are eliminated. The same check list is also being rigorously followed by the Office of Director (AE). There is a committee at the State level under the chairmanship of Secretary (Education) with Director (School Education) and Director (Adult Education) for an indepth scrutiny of all applications. The State level scrutiny committee with representatives from one or two very good VAs is, however, yet to be constituted.

After listening to the voluntary agencies in course of the two-day orientation workshop and after discussing the points raised by the VAs with the Director (AE), I feel that while there may not be anything to find fault with as far as the Office of Director (AE) is concerned, there is need for a close overview of what is happening in the Office of DAEO in regard to the following points:

— Whether every application submitted by a voluntary agency is entertained after some initial scrutiny and after satisfying that the application is complete in all respects by the Office of DAEOs on the same day?

— What is the actual time-lay in processing of the applications?

— What is the procedure for resolving the counter claims and preferences by a number of agencies in favour of a particular area?

Whether the same is done through a dialogue or through routine correspondence?

— Whether any opportunity is given to an agency to be heard before changing the area or unilaterally reducing the size of the project?

System of inspection, supervision and accountability of the performance of voluntary agencies

During 1989-90, 19 voluntary agencies have been sanctioned 1000 centres in whole of Maharashtra State. They are reported to be sending the initial and quarterly progress reports. These reports, however, are prepared by the voluntary agencies and they need to be cross checked/cross validated on a percentage sample basis by the State Directorate of Adult Education. The Director (AE) admitted that he was not in a position to confirm as to whether all these VAs have adopted and implemented the area based approach and if all the projects have been made operational. The Director (AE), however, indicated that as on date he has not evolved any guidelines to ensure the accountability of the voluntary agencies. This is primarily on account of the fact that the visit of DAEO or officers from the Headquarters is generally resented by the voluntary agencies who do not want to submit themselves to inspection by an external agency. They are also weary of producing various records for such inspections. We cannot obviously leave the issue at this stage and it is necessary to evolve objective criteria in response to the following:

— What should be the precise nature of relationship between Director (AE), his other officers at the headquarters and the DAEOs and POs?

— What should be the yardstick by which the performance of the voluntary agencies should be adjudged?

— How to approach the voluntary agencies? How to talk to their functionaries and what type of rapport needs to be built up with these functionaries who are working in the field with the people for several years and against heavy odds?

The Director (AE) indicated that his responsibility practically ceases to exist after the scrutiny committee has scrutinised all applications and after the applications have been recommended for grant-in-aid. This approach does not appear to be correct. The DAE is getting a copy of the Initial, Quarterly and Annual Report from the voluntary agency concerned. A plan for overseeing the pace and progress of implementation with a constructive orientation can be drawn up after taking the voluntary agencies into confidence and the deficiencies observed in course of field visits can also be rectified.

The Director, Adult Education has been requested to look into these points in course of his visit to the district and satisfy himself at no voluntary, agency is being subjected to any unnecessary scrutiny or harrasment leading to delay and demoralisation.

Post Literacy and Continuing Education

A total number of 1733 JSNs have been sanctioned for the whole of Maharashtra during 1987-88, 1988-89 and 1989-90. Of these, 1313 JSNs have been made operational by the end of 1989-90. Sanction for 400 JSNs has been received only on 17-3-90 and steps are being taken for their operationalisation. The pace and progress of implementation of the scheme was reviewed with regard to the following points :

Location : Clear instructions have been issued for locating all JSNs in public buildings - such as primary and secondary school buildings, *Samaj Mandir* (Chawdi), *Gram Panchayat* office, *Dharamshala* and other places of worship etc. It has been emphasised that the place where the JSN is to be located should be acceptable to all sections of society. A centralised list indicating location of JSNs, names of Preraks, their educational qualification, materials and equipments supplied centrally (some materials are being purchased by the DAEOs) has been prepared and maintained in the office of Director (AE). The latter indicated that about 80% of the buildings where JSNs are located are public and the remaining 20% are private buildings. The later is not a very happy arrangement and needs to be gradually discontinued.

Selection of Preraks : No Selection Committee has been formally constituted which is contrary to the guidelines issued by the NLMA. Instead, full responsibility for selection has been left to the DAEO who along with PO, headmaster of the local school and Sarpanch will finalise selection of suitable person from within the persons who are locally available. Although guidelines have been issued by the Director (AE) to all DAEOs, there has not been a single test check as to whether these guidelines have been followed. While it was stated that the minimum educational qualification for the Prerak has been adhered to invariably in all cases, the number of women SC and ST Preraks is not readily available. These omissions need to be made good and a master register containing all information about a JSN such as location, selection of personnel, their training, procurement of materials, break up of Preraks—such as male and female, SC and ST needs to be prepared and kept for ready reference..

Training : All Preraks (1313) have been trained by the Indian Institute of Education, Pune on a decentralised basis by clubbing together two districts. Initially resource persons were selected from each district and trained by the IIE, Pune and they in turn, have trained the Preraks. The DAEO and the PO concerned have also participated in every such training programme of the Preraks.

Procurement of reading materials : The selection committee has not yet been formed in accordance with the guidelines issued by the NLMA. Books, however, have been selected only from the two SRCs—Indian Institute of Education, Pune and State Institute of Education, Aurangabad and National Book Trust, but

from no private publisher. The Director (AE), therefore, does not feel the need for issuing any advertisement for inviting offers from publishers other than NBT and the two SRCs. It is, however, desirable to get some feedback about the reaction of neo-literates and others on the quality of books which have been supplied. On the basis of these reactions, it may be possible to design new titles.

Procurement of other materials : It was indicated by the Director (Adult Education) that there has been a stiff hike in the rates of most of the materials (games and sports materials, musical instruments etc.) and unless approved rates communicated by the Government of India were increased it will not be possible to supply materials to JSNs by adhering to the scales laid down by the NLMA.

Involvement of development functionaries : Notwithstanding issue of series of circular letters and instructions from the NLMA, the following appears to be the situation in respect of Maharashtra :

- No circular letter from the Chief Secretary, Government of Maharashtra or from the Development Commissioner, Govt. of Maharashtra to Secretaries and Heads of departments has been issued highlighting the need for establishing a closer linkage between adult education programme and other development programmes.
- There is hardly any awareness amongst the development functionaries of the role of Preraks and activities of JSNs. Their visits to JSNs have been found to be few and far between and their participation in the activities of JSNs have been found to be most sporadic and irregular.

Involvement of primary school teachers : There are in all 2,53,762 primary school teachers in Maharashtra who could have been meaningfully involved in the work of NLM in the following manner :—

- They could take up the work of imparting literacy to the illiterate adults in the village where they stay and work.
- They could help in creation of a positive environment for literacy.
- They could also extend their contribution in organising various activities in the AECs and JSNs.

It is desirable to initiate the process by having a dialogue with the Maharashtra Rajya Prathamik Shikshak Sangh at the level of the Chief Minister, Education Minister or the Education Secretary.

Other structural and management deficiencies in implementation of National Literacy Mission in Maharashtra

- * The SLMA has not yet been formally notified The Director (Adult Education) has already

proposed the names of officials and non-officials to be members and sent their names to the State Government on which the final decision is yet to be taken. Similarly, the State Govt. is yet to issue orders constituting the District Mission Authority with the Collector/Chief Executive Officer, Zilla Parishad as the case may be, as Chairman.

- * The Director (AE) who has been appointed as Head of the Department is yet to be vested with the powers of Head of the Department. Consequently, he feels helpless in regard to selection and placement of officers and staff of requisite calibre consistent with the requirement of a mission. No orders conferring an ex-officio status (conforming to his rank) have yet been issued. This would have made him effective and also accelerated the decision making process.
- * There are several posts lying vacant both at the Headquarters of the Directorate as well as in the office of DAEOs. These vacancies have persisted for a long period of time and have done considerable damage to the pace and progress of implementation of the Mission.
- * In regard to environment building, the Director (AE) is neither aware of the name of the contact person in AIR and Door-darshan nor he has been able to establish any contact with these agencies for ensuring broadcast and telecast of programmes on a regular basis. No feedback is available on the reaction of the audience which have already been broadcast and telecast.

In regard to environment building for literacy, the Director (Adult Education) indicated that he has not been vested with any power to incur any expenditure by way of either copying from audio and video cassettes or outright purchase of audio and video cassettes or recording of literacy songs and slogans or taking up literacy caravans etc. Now that the Chief Minister has evinced interest and is having a dialogue with a good number of organisations and associations of teachers, students and youth with a view to ensuring a large mobilisation of social forces for literacy, it is desirable that the S/Govt. place some funds under the head "*Media and Communication for Literacy*" to enable the Director, AE to design certain programmes with the help of creative thinkers, writers, artists etc. Alternatively, he may work out the barest minimum requirement of funds for this purpose so that funds can be placed at the disposal of Indian Institute of Education (as already done in case of Bihar and U.P.) and the IIE can prepare the package of materials under media and communication during the International Literacy Year.

Field Impressions :

During my earlier visit to Pune on 2-2-90 (in connection with a preparatory workshop for the World Conference on Basic Education for All), I had been to the village Arvi (35 Kms. on the Pune-Satara Road)

to study a programme of training of youth animators by the Indian Institute of Education and series of measures launched by the IIE for arousing an intensive awareness of women and converting them from mere beneficiaries to active participants in the process of development, through education, orientation and training. This was a rewarding experience and a gist of the impressions recorded on this visit is given at Annexure II. During my current visit, I visited one NFE and one AE centre at village Sasewadi and Ghoghal Wadi (25 Kms. on Pune-Satara Road) being run by the IIE on 2-4-90. The following are my impressions emanating from this field visit :

- There is a Planning Facilitator incharge of 40 villages with a population of 35,000. The Facilitator is responsible for planning of adult education and non-formal education programmes and has under him 5 Education coordinators. He remains at a central village and moves out to the villages every day.
- The Coordinator visits classes, arranges training of functionaries and reports the activities of the centres to the Facilitator.
- Village Education Committees have been set up for every village which are responsible for selection of instructors from within the village.

The following are the special features observed in implementation of the NFE programme :

- * The NFE centre functions in a place of worship which is open to all. This has been a good forum of social and emotional integration.
- * The instructor (who is a lady) appears to be highly motivated. She reported that she had been motivated by the Education Coordinator.
- * The Instructor starts the class with a prayer song which is sung in chorus and which creates a very good teaching learning environment.
- * The average attendance in the centre ranges between 10 to 12 every day which is on the lower side.
- * Although the SC and ST account for a small percentage of the total population, they could send their children to the NFE centres in good number and with lot of enthusiasm.
- * Majority of the children are from the families of agricultural labourers, bricks kiln and stone quarry workers. They are mostly dropouts from the formal school system due to severe economic compulsions. Despite adverse conditions in which they work and live they participate in the programme with lot of zest and joy. Their pace and progress in learning appeared to be most encour-

raging. They are encouraged to do sketches and participate in Balyatras. Most of the children are capable of reading effortlessly, doing simple sums as also are capable of conducting simple science experiment.

- * Teaching learning materials and teaching aids are the common property of the class and are kept in the class room itself. The instructor is responsible for their upkeep and maintenance.
- * The NFE centre is being run for about a year. A test was conducted on 29-3-90 and evaluation of learning outcome has been found to be quite satisfactory.

The following are my impressions of visit to Gogalwadi AEC for women :

- * The village has a population of 800 and all except 44 have been made literate. Within 6 months from the date of visit, the village is going to be made fully literate.
- * A village Education Committee has been constituted for the village and out of 11 members, 2 are women.
- * The enrolment in the AEC is 27; although the average attendance ranges between 14 to 17.
- * The AEC started on 27-2-89 and has already completed one year. The day of visit was fixed for final evaluation of learning outcome but had to be postponed on account of our visit.
- * A close interaction with the women learners showed that not only literacy has produced a salutary impact on acquisition of skills and awareness for them, it has also produced considerable impact on their personal and domestic health and hygiene. They informed me that they come to the AEC as they like the environment. As a matter of fact, all the women who were interrogated by me are pictures of happiness and joy and have taken to learning with a natural and spontaneous desire and concern. Some of them could reproduce Marathi puzzles (Ukhana). They have learnt it more by tradition than otherwise. They could also sing in chorus with lot of zest and joy.

Impressions on visit to JSN at Khanapur

- * The Prerak is from the village where the JSN is located but does not appear to be aware of the objective and activities of the JSN in sufficient detail. He does not at all appear to be motivated about his present assignment. His training appears to be deficient.
- * Contrary to guidelines, the JSN is functioning in a portion of the Prerak's residence. The accommodation available is too small either for holding charcha mandals or for

recreational activities or for simple and short duration training programmes.

- * No such activities have ever been conducted since inception of the JSN. No charts, posters or other educational materials have been displayed in the JSN.
- * Although few titles are available in the JSN library and some of them are shown to have been issued to people now and then (according to the entries made in the issue register), there is no concrete evidence of these titles having been seen by the people who were present. People from the feeder villages do not visit JSN in this village nor does the Prerak go in a bicycle to distribute the books and, therefore, the veracity of the statement that books are being issued to neoliterates is open to doubt. Other materials such as sports and musical equipments have not yet been issued to the JSN.
- * The villagers seem to be immersed in their own problems of either self-employment or wage employment. They have very little spare time and do not have any natural urge or inclination for education. They appear to be totally oblivious of a new community institution (which is meant for them only) called JSN and its activities. No JSN can be meaningful without members of the village community evincing interest in its activities or organising and participating in them.
- * The Prerak has not cared to mobilise and enlist the involvement of functionaries belonging to different development departments (agriculture, soil conservation, health, family welfare etc.). He has not maintained an account of the visit of such functionaries to JSN and the activities conducted by them.
- * An interaction with the members of the village community revealed that the levels of literacy and numeracy skills attained by most of them leave much to be desired and they do not seem to be enthused about being literate either. There is an urgent and imperative need for organising a number of motivational activities by way of literacy marches, literacy exhibitions, literacy competitions etc. where the Prerak, the village school teachers and other literate members of the village community could play a lead role.

Impressions of visit to AECs

AEC (Women) at Uttam Nagar :

- * The AEC is located conveniently in a SC bustee (in the outskirts of Pune city). It is fairly commodious, well lighted and ventilated. Charts and posters on Baba Saheb Ambedkar. on a variety of development

themes, such as—health, family welfare etc. have been displayed.

- * The lady instructors is from the SC community intelligent, articulate and has been able to establish a good rapport with the village community as also with the learners. She is able to communicate with them in their dialect with ease and is able to carry conviction to them.
- * All the women learners interrogated by me have perceived the need for learning and being literate. They are regular in attendance (which ranges between 15 to 20 per day) and participate in the entire learning process with zest and joy. Coming to the AEC provides them a relief from their humdrum and drudgerous domestic existence and opportunity to get together and build up a solidarity on issues of common interest.
- * The learners have achieved a good measure of awareness of issues intimately affecting their day-to-day lives such as health, hygiene and sanitation related issues. They have perceived the need for immunisation of their children, various aspects of maternity protection and childcare, need for clean and potable water and are able to articulate this need. The level of their general and social awareness is also very high.
- * The learners have achieved a reasonably good level of literacy and numeracy. They are absolutely free of inhibition in regard to demonstration of their skills of reading, writing and arithmetic.
- * There is a good measure of integration of literacy with other development programmes particularly health and family welfare. The ANM of the nearby primary health centre visits the AEC, interacts with the learners and tells them about various health and family welfare measures. She has established a good rapport with them and her credibility with them is quite high.
- * The *pradhan* of the Panchayat Samiti is evincing a keen interest in the activities of the AEC and on account of this, the status importance of the AEC has gone up high in estimation of the village community.

Adult Education Centres (SC) at Jay Prakash Nagar :

- * The centre is located at a place of worship. It is open to all sections of the society and has helped to some extent in establishing social and emotional integration.
- * The centre is well lighted although not as commodious as the women's centre. It is, however, easily accessible.
- * The Instructor is an elderly person who has taken up his assignment with lot of

seriousness and devotion. He has established a good rapport with the learners.

- * Even at 10 p.m., the learners (most of whom belong to the SC community) who work as building and construction workers did not appear to be fatigued. Learning did not appear to them to be boring or monotonous exercise but a lively, joyous and exciting experience. Some of them have taken to learning quite seriously though the pace of learning and progress achieved leave lot of scope for improvement.
- * There is need for supply of various teaching aids such as charts, posters, on various themes of development etc. as also scope for better involvement of development functionaries in the activities of the AEC. This would help in promoting a better general and social awareness amongst learners.

Impressions on visit to JSN at Gore :

- * The JSN has been opened a few days back. There is no sign board indicating the name of the JSN nor a board indicating the objectives and activities of JSN.
- * Only few titles for neo-literates have been received for the JSN library although they are yet to be taken out of the trunk. No other materials have been received by the Prerak.
- * The Prerak, a local youth did not appear to be well conversant with the objectives and activities of the JSN. His training appears to be deficient.
- * Although it was around 9.00 p.m., the JSN virtually appeared to be dead and there was no sign of any activity. The message that JSN is an institution for all members of the community, for heightening their knowledge and sharpening their awareness and skill is yet to disseminate itself. There is need for organising and mobilising the village community for a livelier participation in the activities of the JSN.

Academic and Technical Resource Support

(i) Preparation of Multi-graded integrated primers

Due to limitations of time, I could not take up a thorough review of the content and quality of the integrated multi-graded primer brought out by the Indian Institute of Education, Pune. I was, however, given to understand that the proto-type of these 3 primers was produced before the Expert Group on 7-2-90. The Expert Group had appreciated concept and texture of the content of the primers but had offered several suggestions for improvement of the format, treatment of the topics, lesson units, exercises/drills, illustrations, tests time frame, etc. The primers are being modified in the

light of the suggestions made by the Expert Group. In course of discussion, the Director, SRC Dr. (Mrs.) Chitra Naik raised the following points for consideration :—

- (a) Whether multi-graded integrated primers should be designed by any other agency other than the SRC; and
- (b) Whether the multi-graded integrated primers should be introduced all over the State by all implementing agencies at one stroke or there was scope for using the old and new materials?

These points are clarified as below :—

The above points came up at the time of discussion with Education Secretary in December '89 on modalities of operationalisation of IPCL. It was clarified at that time that it should not be our intention to introduce IPCL materials all over the country at one stroke. The same was neither possible nor desirable. The multi-graded integrated primers would, therefore, be introduced in a phased manner in selected areas where there was a reasonable chance of success in use of such primers and such a decision has to be taken by the concerned implementing agency i.e. State Govt., Voluntary Agencies, University Departments of Adult and Continuing Education, Shramik Vidyapeeths, and even SRCs (wherever the latter were the implementing agencies). It was further clarified that the implementing agencies had the freedom and flexibility to design their own materials (although the desirable practice would be to obtain the same from the SRC) but before such materials were commended for use, they should be subjected to scrutiny of the Expert Group at Delhi and that they should be put to use only after they have been vetted by the Expert Group. It was also clarified that although the multigraded integrated primers will also be used for the Mass Programme of Functional Literacy, the same should be done on a selective basis after ascertaining the positive factors which could contribute to the success of the experiment. In other words, in respect of such institutions where the multi-graded integrated primers will not be used, there was scope for use of the old primers although over a period of time, the old primers should be discontinued and the multi-graded integrated primer should be introduced to cover the whole country.

(ii) *Designing the titles for the neo-literates by SRC*

It was encouraging to note that between the last review and now, a number of titles have been designed for the neo-literates by the SRC. A brief description of which is given below :—

1. Aesop's fables—Although the original story has been adapted, the same has been simplified in its present Marathi version.
2. Story about a brave woman of Maratha history (Hirkam).
3. **Titles on social legislations, such as Dowry, Child Marriage, Inheritance, etc.**

4. 8 titles on horticulture—prepared with the help of University College of Agriculture.
5. A collection of important Statements made by the Father of the Nation on Untouchability, Women's Education, Village Development, Health, Family Welfare, Hygiene, Sanitation, Rights of Citizens and their duties, etc.
6. Citizenships, rights and responsibilities of women. It deals with how village women can organise themselves and how they can get to know their rights and responsibilities as citizens.
7. Certain crops and their relationship with nutrition.
8. Childhood Diseases—their origin, prevention and cure.
9. Good eyes are an asset for every human being—measures for maintaining good eye-sight.
10. Consumer awareness and protection—how to ensure that consumers do not get cheated by those who take recourse to adulteration or wrong weighing.
11. Life of Gautam Budha.
12. Protecting nature and natural environment amounts to protecting ourselves.
13. Personal and Community Hygiene—how cleanliness defeats diseases and germs.
14. A collection of short-stories on various aspects of people's lives. The stories were written in a workshop of creative writers, thinkers and artists.
15. Animals around us—this has been prepared with the help of Natural History Society, Bombay.
16. Collection of stories by Dalit Writers.
17. How clean & potable water is life and how to store and preserve it?
18. Solar system and removal of superstitions related to the planets.
19. How to use water in farming and horticulture—what are the new methods thereof?
20. Important aspects of child care.
21. Birds and environment.
22. Scripts on removal of superstitions.
23. Origin of man—this is a simplified version of origin of species by Charles Darwin.
24. Story of a clever girl—this deals with the inspiring story of a farmer's daughter and on the concept of individual self-reliance.
25. Collection of Jatak stories—the original jatak stories have been adapted but considerably simplified in the present Marathi version.
26. How Saya a woman became happy?

27. Gandhiji's life—this deals with the anecdotes from the life of the Father of the Nation.
28. Common household ailments and simple remedies.
29. Mystery of Sontekdi (a hill). This is a fiction.
30. A collection of stories (mostly adopted from Panchtrantra but simplified in this Marathi version).
31. Plantation of trees.
32. How members of SC & ST communities and other deprived sections of the society can come together and become friends.
33. Evils of Alcoholism—the title has been designed in a work shop of Dalit Writers.
34. A set of stories depicting the working and living conditions of people in Maharashtra.
35. Information of Science & Technology—this deals with a variety of themes pertaining to science, such as use of electricity, generation and use of alternative source of energy, smokeless chulla, etc.
36. A little handbook for the neo-literates to write letters to different quarters.
37. A chart on scabies.
38. Simple yogaasans.

Additionally, 7 titles on Population Education have also been designed and have been sent to all the DAEOs for supply to AECs and JSNs.

It was encouraging to note that all these materials designed for the neo-literates have been supplied to the JSNs although their actual use leaves much to be desired.

In course of review of materials on JSN, the Director, SRC brought to my notice the following problems :—

— The Indian Institute of Education is engaged in production of large number of titles both for the basic literacy as well as for post-literacy stages, a list of which is given below :—

- * Basic Literacy Primers—16 lakhs.
- * Post Literacy and Continuing Education—49 titles (total number of copies being of the order of 2,81,000).
- * Literacy Kits—16.47 lakhs.
- * Population Education—7 titles and enormous charts.
- * Training modules—7 booklets (54,000 being the total number of copies).
- * Monthly magazine (Psaya).
- * Bi-monthly Newsletter (Samvadini).

The Director, SRC indicated that designing and producing the above titles involved the following nature of work :—

- * Preparation of manuscript.

- * Editing.
- * Proof-reading.
- * Final printing.

She therefore, suggested that a minimum of two officers, one as Sub-Editor and one as an Artist, would be needed to do justice to the enormous volume of additional work involved in the entire process. This deserves consideration.

(iii) Training

In course of discussion, the Director, SRC indicated that there has been enormous increase in the scope, content and duration of training which shows that it was almost a full time activity for the SRC. The following is the magnitude of work arising out of training which is being conducted by the SRC at present :—

— The Director of Education (AE), Maharashtra has approached the SRC with a request to organise training of 713 Preraks to be appointed in April-May '90. The SRC was expected to arrange the induction training for these Preraks within the next couple of months. This will have to be done on a decentralised basis through resource persons as was done in 1989-90 when 852 Preraks appointed by the Govt. of Maharashtra and one batch of Preraks appointed by the voluntary agencies were given training. In addition to training the new recruits, the SRC will also have to organise refresher training for the Preraks who were trained last year.

— The Director of Education has requested the SRC to organise the training of resource persons for training members of 1803 Village Education Committees which have already been established in Maharashtra. An additional 713 VECs are expected to be set-up shortly.

— The Chief Minister, Maharashtra, who is also President of the Rayat Shikshan Sanstha, has asked the Sanstha to involve itself fully in the Literacy Programme through its 326 secondary schools and 37 colleges spread out in 14 districts of Maharashtra. The Secretary of the Sanstha has sought for the help and guidance of the SRC for training of 400 Master Trainers, proposed to be undertaken by the Sanstha for making 2,90,000 adults literate. The example of the Sanstha is likely to inspire and motivate other rural colleges and secondary schools, who would also come up for the training of master trainers by the SRC.

— It is evident that the intensive literacy drive visualised by the Chief Minister. Maharashtra will necessitate urgent establishment of District Resource unit (s), both within and outside the District Institute of Education & Training, to be able to cope with the demands for training and guidance. According to the guidelines received from the GOI, the SRC will have to guide the personnel of the DRUs atleast for a year or two to enable them to fully takeover the training of adult education functionaries at the district level. This is an additional task and it would be necessary to

strengthen the training resources of the SRC to fulfil this task.

- The training loads of the SRC and various other tasks to be conducted by it are bound to increase during 1990, which is being observed throughout the world as the International Literacy Year.

The Director, SRC feels and rightly so that the SRC with its present staffing pattern will not be able to do justice to training of such a large number of functionaries and volunteers unless additional posts were sanctioned for the SRC.

I have clarified that it may not be possible to review and revise the staffing pattern in the SRC right now (considering the fact that the pattern was reviewed and revised only in April '88). In any case, such a review and revision will take quite some time. In view of this, the Director, SRC was advised to submit her proposal for training large number of functionaries and volunteers as a voluntary agency. Since IIE is a registered society and trust, the proposal can be mooted by the IIE and there should be no difficulty in sanction.

(iv) *Setting-up of District Resource Unit*

In view of the large size of certain districts like Bombay, Raigarh, Thane and Ratnagiri, it was felt that there may be need for additional DRUs and some of the DRUs may be sanctioned independent of the DIETs sanctioned to the State Govt., as below :—

- District Institute of Education & Training with a District Resource Centre for Pune District in Govt. Junior College, Loni, Kalbhor.
- One District Resource Unit in the MPFL Unit, University of Bombay (to cater to Raigarh, Thane and Ratnagiri district).
- One DRU for the Committee of Resource Organisations (CORO) for Dharvi-Chembur belt.

It was felt that in view of the large size of the districts and inadequacy of the academic and technical resource support, it may be proper if two additional DRUs are sanctioned, one for Greater Bombay and another for Pune. The Education Secretary, Govt. of Maharashtra was requested to recommend the two proposals from the IIE, Pune for setting-up these two DRUs, one for Greater Bombay and another for Pune. On receipt of the recommendations of the Education Secretary, Govt. of Maharashtra, the proposal could be considered further.

Conclusion

An overall assessment of the educational scenario of Maharashtra in general and Adult Education in

particular shows that over the years i.e. between 1950-51 and now, there has been progressive increase in the number of educational institutions at the primary, upper primary, secondary, higher secondary, college and university levels, progressive increase in number of teachers and students, considerable strengthening of the infrastructure by way of construction of buildings, etc. Today, almost all the big villages have secondary schools and every tehsil headquarter has a college of general education. There are polytechnics in all the district headquarters and colleges for professional education in number of towns. There has been progressive increase in enrolment at the lower and upper primary stage in as much as against 27 lakhs enrolled in 1950-51, over 100 lakhs students are being enrolled today. Similar is the position in regard to secondary and higher secondary courses. Yet another very positive aspect in the educational scenario of the State is that a number of good, reliable and dedicated voluntary agencies have come up who have set-up their own educational institutions and who have provided a powerful phillip to the process of educational growth and consolidation. Notable example of this may be given of Rayat Shikshan Sanstha, a voluntary agency founded by Karmveer Bhaora Patil, which is running as many as 326 secondary schools and 37 colleges spread-over in 14 districts of Maharashtra. The Indian Institute of Education is yet another voluntary agency which bears the indelible stamp of commitment of Late Prof. J. P. Naik to education and which is carrying on the relentless crusade against illiteracy with renewed vigour and dedication. The most important silver lining on the horizon, however, is that the Chief Minister, Maharashtra has given his personal and political commitment in no unmistakable terms to literacy within few hours of his taking over as Chief Minister of Maharashtra. Under his leadership and able guidance and support provided by the Education Secretary, Govt. of Maharashtra Smt. Kumud Bansal, there is going to be a total mobilisation Zilla Parishads, panchayats, voluntary agencies, educational institutions and other organisations with a view to translating into action the announcement made by the Chief Minister on 4th March '90. It may be appropriate on the part of the NLMA to provide necessary infrastructural support by way of sanctioning the required number of DRUs as also by strengthening the training units in the IIE, Pune. The only safeguard which needs to be taken in conceptualising planning and implementing such a Mass Programme of functional Literacy is (a) ensure a mechanism of rigorous monitoring so that whatever is happening or happens in future on the ground is correctly reported and in time to the concerned quarters; (b) to ensure that the desired levels of literacy and numeracy, as laid down in the NLM documents, are attained and that there is no compromise on this; and (c) the JSNs are made operational in the true sense of the term so that the neo-literates do not relapse into illiteracy as it happened in the Gram Shiksha Mohim experiment.

Ours is a highly stratified and pluralistic society with numerous layers and sublayers where human relationship tends to be governed by narrow artificial and sectarian considerations of caste, community and faith. In such a pluralistic society which consists of many religions, cultures, languages/dialects, castes and sub-castes, men and women become bundles of passions, emotions and sentiments. They are often unable to be aware of themselves and the forces surrounding them (which are often inimical). It is indeed an irony that although large number of men and women fall helpless victims of these forces, they are unable to perceive and internalise them.

This is what essentially characterises the modern era in which we all live. On the one hand there is a strange contrast between the appalling poverty and destitution of the Third World countries caused by ignorance, illiteracy and massive backwardness and on the other the craze for material opulence coupled with loss of faith in basic human values, emergence of an atomised existence and disintegration of home life, family life and breaking down of social institutions. Having outdistanced time and space, men and women today are undoubtedly able to fly like birds in the air and swim in the ocean like fish but they remain callous and insensitive to the sight of misery, privation and suffering of their most immediate neighbour and equally insensitive to the physical and mental anguish of those unfortunate sections of society who have the same blood flowing in their veins and arteries but who have been pushed to the background by a callous society on the label of some caste or creed or colour.

The answer to the above dilemma in which mankind has been placed today or the clue to liberation does not lie in being a recluse but "by living amidst men and women by approaching them in a manner which makes them feel at home, by speaking to them in a language which is intelligible to them and by telling them that the Lord dwells in the hearts of all beings, HE is the doer working out the mighty evolution that ends in bliss and peace and by exhorting them, not by didactic exercises but in a language which makes sense that if they identify themselves by devotion (which is different from religion) and then perform their duty as duty, fighting without passion or desire, without anger or hatred, the activity will forge no bonds, union with the divine supreme shall be accomplished and the soul will be liberated".

The basic flaw in the preaching of Saints and Seers for ages has been that they adopted a didactic posture and attempted sermonising mankind on the basis of some set theories which did not either appeal to the imagination and intellect of the listener or did not appear to be of direct interest and relevance to the day-to-day life of the listeners.

SWADHAYAY has been attempted and practised as an effective answer to the problems of mankind raised by numerous philosophers and thinkers of the world for centuries. SWADHAYAY's work is spiritual in thought, attitude and orientation. It asserts that 'to aspire for the Divine is to work for it. The divine work is the spiritual imperative to transform the individual as well as social life'. Philosophers, like—Hobbs, Helvetsius and Nietzsche had asserted in the past that self-love, selfishness and egoistic pleasure is the only motive which drives men and women to action. According to them, there is no possibility of individual action or collective work being done purely out of the non-egoistic motive.

In sharp contrast to this, SWADHAYAY (self-discipline) has shown that men can rise above self-love or self-interest and can selflessly do the divine work of human upliftment or advancement. It has proceeded on the basic premise that all men and women have some innate goodness of their heart and can do altruistic work without entertaining the slightest desire to get power over others or to get political or economic power. The SWADHAYAY organisation is somewhat unique in the sense that it is different from political parties, trade unions or other action groups. This is not a formal organisation in that sense of the term. It is a purely informal one, which is based on the principles which underly a family. It has no formal membership and, therefore, the question of membership fee does not rise. No person is required to apply in order to become a member. The members are not bound by any formal oath or pledge. The member's commitment to these principles over a period brings him into the fold of those who are already committed to it and thus the family of SWADHAYAYS goes on increasing. It is as good as a big family whose members are spread all over the world without being members of a formal organisation but bounded by the ties of love, affection and selfless service.

The principles underlying the National Literacy Mission which is a Mission for mass mobilisation are very much close to the principles which have governed the SWADHAYAY movement. Illiteracy is not a fatality as is thought to be. A person is illiterate not by virtue of his origin or by his option or volition. He/she is illiterate by the sheer force of certain circumstances which are beyond control and which are not anybody's creation. Illiteracy is fully correctable and remediable as such as privation, deprivation and exploitation. It can be corrected only when one who had the privilege of access to educational opportunity and of being literate can sacrifice a portion of his time and resources and agree to part with a portion of the knowledge, information and skill not out of solicitude or benediction but out of sheer conviction that such parting is necessary and desirable in the interest of

creation of an egalitarian social order so that those who did not have the privilege or opportunity to have access to the world of knowledge, information and skill can be enabled to have it and thus open up the doors of a wider world (of knowledge, information, innovation, communication and skills).

There is nothing new in this philosophy; it is only a continuation of the ancient Indian thought and culture which are based on principle of "अपनिग्रह" and which are contained in the following immortal lines of ISHAVASYOPANISHAD —

“ईशावास्यमिदं सर्वं यत् किञ्च जगत्यां जगत् ।

तेन त्यक्तेन भुञ्जीथाः मा गृधः कस्यस्वित् धनम् ॥”

“The World is pervaded by the Lord; throughout; be content with whatever has been left by him and do not greed other's wealth”.

The work of SWADHAYAY movement can be seen in AMRUTALAYAN MATSYAGANDHA YOGESH-WARKRUSHI, UPAVANS. Through their work, the members of the organisation, who are scores of fishermen, farmers, building and construction workers or plantation labour have attempted to answer problems of alienation and exploitation of mankind. There is no practice of traditional charity of catholicity.

The producers willingly, knowingly and lovingly contribute a portion of their efficiency at the feet of the LORD. They work together and produce impersonal wealth. It is in a sense spiritual creation and spiritual use of wealth. Yet another striking feature of the movement is that SWADHYAEEES from all sections of the society go to villages without even the slightest thought of money power, prestige or position but actuated by altruistic considerations of rendering some service without any award and reward.

After listening to us, Acharya Pandurang Athawale, who is the head of the SWADHAYAY movement assured us that it should be possible to integrate literacy with their existing activities and to be able to effectively spread the message of literacy through millions of literate members within the country and even outside. All that was emphasised by him was that this will be a work of the SWADHAYAY movement and not a work of the Government nor a work at the instance of Government and, therefore, while the members and grassroot workers should continue to work quietly and silently without any publicity or propaganda, he would not like Government to use the work which will be done by SWADHYAEEES to any advantage.

Education for Empowerment for Women

OWEE

OWEE (Women's Verses)

Please hear my first verse
I shall make my house clean,
I shall remove garbage from my yard
But will not throw it in my neighbour's yard

Please hear my second verse
I shall accept family planning
Keep the family small
And be happy with just two children

Please hear my third verse
I shall attend the evening school
And I shall study as my children do,
With great interest and pleasure

Please hear my fourth verse
I shall save every paisa,
So that when the lean times arrive
I shall have a good support

Please hear my fifth verse
I shall observe the rules of good neighbourliness
And when my son is to be married
I shall not ask for any dowry

Please hear my sixth verse
I shall earn more through new occupations
I shall sell vegetables and eggs
In the weekly local market

Please hear my seventh verse
I shall not be a victim of superstition
When my children have some illness
I shall give them good medicines

Please hear my eighth verse
I shall give some thought to my old age
I shall save carefully enough money
To support me when I am old.

(Awareness Song composed and sung by women of Arvi Village).

This was the spontaneous and unaffected outpouring of a group of rural women of village Arvi (35 Kms on the Pune-Satara Road) presented soulfully (in Marathi, the English rendering being done by Dr. (Mrs.) Chitra Naik, Hony. Director, Indian Institute of Education, Pune) in course of a visit to the Child Recreation and Women Development Centre, Arvi on 2-2-90. This is one of the 137 villages taken up by the Indian Institute of Education, Pune for arousing intensive awareness of women and converting them

from mere beneficiaries to active participants in the process of development through Education, orientation and training. The village has behind it many poignant memories associated with the life of late Prof. J. P. Naik, eminent educationist and humanist. It is in this village that Naik Saheb (as he is affectionately called by his numerous admirers) had conducted the last training programme of his life in August, 1979 on a rainy day (2 years before his sad demise). He had a compulsive concern for the education of the poor and it is this concern which stimulated most of his writings on education. If you want education to be a tool of social change, you have to shake off your so called holy mantle and come down to this dusty earth to talk to people in the language of their soul, to share their joy and sorrow, their laughter and tears. True education must be from a setting where millions of unfortunate sections of our society have been helplessly placed for no fault of theirs and must be used as a tool for bringing about a real transformation in their lives in a manner which is also in tune with the native genius and culture.

What we saw at Arvi is a miniscule of what has been done by the Indian Institute of Education (IIE) to bring about a qualitative change in the destinies of numerous rural women of 137 villages taken up by them under a special project (PROPEL). For each of these villages, a Child Recreation and Women Development Centre has been opened where a host of activities are conducted by a youth Animator (a middle aged woman in 15—45 age group) who has been selected and specially trained by the IIE. There are in all thirty such animators, one animator being in charge of a cluster of 4 to 5 villages. The animator teaches children games, sports and nursery rhymes. These songs are composed by her and are closely related to the eternal values of human life which need to be built into the curriculum of early childhood education. To women she imparts basic information about health, prenatal and postnatal care, new methods of food preservation etc. She makes them fight individually and unitedly against illiteracy, alcoholism and sexbased discrimination leading to exploitation of women. Through role plays and puppetry shows she enables the women to articulate and unfold themselves with total freedom and spontaneity. She has succeeded in transmitting messages relating to simple and inexpensive rural technology for cooking nutritious food, for saving fuel, for promoting social forestry, to

prepare oral rehydration therapy, to use clean and potable water etc.

The animator herself is a lively artist who sings with both children and women with the same force and rhythm, with finger signs and body movements. She makes them sign in "Ovi" style (the manner in which the Saints of Maharashtra sing) and makes them dance in "Pher" style (which is akin to the Garba dance of Gujarat). While dancing and singing with lot of natural grace and liveliness, women are able to communicate to each other most effectively. The women write the script and play roles, be it puppetry or role play with lot of natural ease and effortlessness without the intervention of any external agency. Several messages relating to the minimum age of marriage, prevention of dowry, same wage for same or similar nature of work get transmitted in a very simple, inexpensive and yet effective manner. The women play recreative games (Phungdi) which help to keep them healthy and active. They feel happy and relaxed by coming to the centre. They forget "the sick, hurry and divided aims" of life, the drudgery and boredom, the worries, anxieties and tensions of home life. They learn themes of development which are of direct interest and relevance to their lives such as personal and community hygiene. They learn the intrinsic values of life relevant to the dignity, beauty and worth of an otherwise humdrum existence. 'If you give something, give it without any pretensions and without any

propaganda. Let not others know that it is an act of charity'.

There is no organisation in the formal sense of the term and yet a host of activities which are socially desirable and economically rewarding are being conducted in as systematic and methodical manner as conceivable. By coming to the centre and by participating in its activities women have learnt that they are important members of the family, their mental horizon has opened up, their self image based on self confidence has been enhanced and they have learnt how to face any situation in life with strength, courage and confidence.

A visit to the Child Recreation Centre and Women Development Centre, Arvi more than confirmed that if women are aroused about the need for and relevance of being literate and educated, if their mental horizon is opened up, if their self image and self confidence is hosted, the overall status of the family as an integral unit is also heightened. All children in the homes of such women go to school, infant mortality rate of children comes down, children remain healthy and active, the fads, taboos and obscurantist ideas disappear. There is a lively participation of all members of the family in the affairs of the family and those of the village community. In other words, educational status of women leads not only to liberation of women but to the development and enhancement of the status of the family.

VIII
O R I S S A

REVIEW OF IMPLEMENTATION OF THE NATIONAL LITERACY MISSION IN ORISSA - PART I

DATE OF REVIEW : 1.9.88

Magnitude of the problem of adult illiteracy

According to 1981 census, there were 54.23 lakh adult illiterates in Orissa in the age group 15-35. According to statistical and trend analysis (after taking into account dropout rate at 40 per cent and relapse into illiteracy at the rate of 20 per cent which is the national average), this number has been placed at 45.17 lakhs. This is an approximation and not an exact assessment. In the Conference of Education Secretaries and Directors held at Delhi in June 1988, the State Directors of A.E. were requested to work out a district wise break up of the number of adult illiterates for the State. This exercise has not yet been taken up in Orissa. It should be completed as early as possible. This would enable us to precisely ascertain the magnitude of the problem, where we stand and what is expected of us to grapple with this problem.

State level and district level action plan to deal with the problem of adult illiteracy

In the Conference of Education Secretaries and Directors, the latter were also requested to prepare state level and district level area maps indicating therein (a) the areas which have been covered partly or fully by RFLP, SAEP, Voluntary Agencies and MPFL etc. (b) the number of adult illiterates made literate between 1.4.81 and 1.4.88. (c) areas which have not at all been covered and (d) what type of perspective plan will be required to cover the areas which have not been covered so far. In the last training workshop of State Directors of Adult Education and Directors of SRC held at Delhi in August 1988, the former were requested to make use of the expertise available at NIEPA in area mapping and draw up the area maps for the thirteen districts as well as for the 25 projects (19 RFLPs and 6 SAEPs). This exercise should be completed as early as possible and the area maps should be prominently displayed in the room of the Director (who is the State Mission Director) who should have the State level and district level magnitude of illiteracy in his fingertips and should be able to instantly react to all conceivable issues pertaining to this subject.

Achievement under the National Adult Education Programme

The NAEP was introduced in Orissa in 1977-78. The statement at Annexure 'A' would indicate that from 1978-79 (when the programme was in full swing), the number of projects (both RFLP and

SAEP) has increased, the number of Adult Education Centres has increased, the amount invested in the adult education programme has increased but the same has not been accompanied by a uniform measure of success in enrolment of adult learners and their attainment of a literacy status.

An objective analysis of the target and achievement during the last 3 years (both in terms of enrolment as well as in terms of actual attainment of literacy status) would show that there is a wide gap.

In terms of adequacy of coverage of area under the NAEP, this leaves much to be desired. Illustratively, in a district like Cuttack (which is also one of the two TD districts) with 41 CD Blocks. Considering the size of its population and the number of adult illiterates (at least 2 million) there was imperative need of sanctioning at least 41 projects at the rate of one project per block. As against this only 2 projects have been sanctioned, one for Cuttack in 1978-79 and another for Jaipur in 1983-84. A survey conducted by the Directorate of A.E. in connection with preparation of district level action plan for Cuttack shows that about 1.47 lakh learners were enrolled in these 2 projects (as against 2.25 lakh learners who should have been enrolled). In other words, about 35% of the adult learners dropped out from the AECs.

Achievement in terms of the Literacy status

According to the survey as mentioned above, of the 1.47 lakh learners enrolled, 1.25 lakh learners are reported to have attained literacy status which comes to about 85% achievement. The level of literacy attained by the learners for the remaining projects in the state also ranges between 80 to 85 per cent. This is on the basis of the tests conducted on 4 monthly, 6 monthly and yearly basis by the Instructor who sends the reports to the Supervisor and from the Supervisor to the Project Officer. The reliability of these reports is, however, open to doubt as no test checks are reported to have been carried out either by the Project Officer or by the officers of the Directorate.

Inadequacy of coverage represented by less number of projects and centres together with the failure of universalisation of primary education and absence of a strong non-formal education could be easily identified as factors responsible for the large number of adult illiterates in the State.

Effectiveness of the programme

The Director, Adult Education indicated that at the district level, there is a District Adult Education Advisory Board headed by the Collector with MLAs, MPs and other non-officials as members. The BDO (not the DAEO or PO) is entrusted with the task of selection of Instructor. In practice, the Instructor is very often appointed on extraneous pulls and pressures. It has been observed that in the past adult education centres are located in a particular village with a view to appointing a particular person from that village either as Instructor or Supervisor. This is a highly undesirable practice and considerably reduces the effectiveness of the programme. The Director stated that through intensive checks, he has been able to reduce or minimise the unpleasantness of this regrettable phenomenon. The Director also stated that the Project Level Advisory Committees have been constituted with the BDO as the Chairman, with the PO, the Headmaster of the local high school, one Extension Officer of the Block, a member of a Voluntary Agency and a lady worker as members. He hoped that this effort will arrest the earlier unhealthy trend in selecting centres and appointing Instructors by dubious methods.

While the Instructors are invariably selected from outside the village community a procedure which is far from desirable (though they belong to the same district in which the centre is functioning), the Supervisors are selected by a Committee under the Chairmanship of the Inspector of Schools. In all 250 Supervisors were appointed between 1978-79 to 1985-86 in a consolidated pay of Rs. 500/- with fixed TA of Rs. 250/- (the minimum educational qualification for appointment of a Supervisor was matric CT). Consequent on the introduction of the new scheme of Jana Shikshan Nilayam and appointment of Preraks, who are expected to function as Supervisors too, it has been decided to absorb the trained supervisors as primary school teachers and orders to this effect have been issued. There is, therefore, no avoidable unpleasantness in terminating the services of Supervisors (consequent on appointment of Preraks) as has arisen in other States like Haryana, UP, AP, West Bengal, etc.

The Directorate of AE has issued a comprehensive circular to all POs regarding adjustment of untrained Supervisors as Preraks in JSN. The Prerak is expected to be the chief organiser and functionary in a new and innovative institution like the JSN and, therefore, his/her selection should be on a highly selective basis, keeping in view the requirements for the post instead of making the appointment of Supervisors (who are rendered surplus) as Preraks fait accompli. It is not quite clear if the suitability factor has been kept in view while making such appointment. (Eight such appointments are reported to have been made in Kalahandi district). The POs of Cuttack and Kalahandi who were present at the time of review stated that only such Supervisors were appointed as Prerak as were willing to be so appointed.

Parity between RFLP and SAEP

State Adult Education Project was conceived and launched at the same time as the RFLP. The State Projects were started on the insistence of the Govt. of India. The original understanding was that there must be a total parity between RFLP and SAEP both in regard to the number of projects and centres. This parity has, however, not been maintained in Orissa state. Unlike RFLP where each project has ordinarily 300 AE centres, 800 centres were approved for the SAEP which were eventually distributed among 6 projects. Till 1986-87, there were only 2 SAEPs and 4 more projects have been added after 1986-87. Successive efforts for having more SAEPs to establish parity with RFLP have not yielded the desired results. After the National Literacy Mission was announced and after the last visit of Advisor TMs to PM to Orissa in January 1988, a proposal for having 3 additional SAEPs has been formulated and sent to the State Government. The proposal is well conceived and is justified on the following grounds :

1. Over the years, the number of SAEPs has remained much smaller than that of RFLPs. This is contrary to the original stipulation that equal number of SAEPs should be set up by the State Government to maintain full parity with RFLP.
2. Large areas of the State have remained uncovered for many years and setting up of additional number of SAEPs would provide a fillip to the programme.
3. Cuttack and Kalahandi have been selected as the 2 TD districts in the State. The central objective behind selection of a TD district is that we must concentrate our energy and resources on this district in such manner as would help in complete eradication of illiteracy from that district. In order that we make our experiment in Cuttack and Kalahandi successful we must have an appreciable coverage of these 2 districts either by centre based programme or mass programme of functional literacy or by Voluntary Agencies. The last 2 categories have some inherent limitations and, therefore, we have to necessarily turn our eyes to the centre based programme through RFLP/SAEPs. The Central Government having sanctioned 19 RFLPs (between 1978-79 to 1986-87) it was unlikely to consider any request for sanction of additional RFLP till full parity with SAEP was established by the State Government.

Implementation of the revised pattern of RFLP

Although the revised pattern was approved by the Central Government in February 1988 and communicated to all State Governments with detailed guidelines in March 1988, the same is yet to be formally adopted. According to the revised pattern, 57 additional APOs are to be appointed for 19 RFLPs. During my last visit to the state in June

1988 I was given to understand that the Empowered Committee constituted under the Chairmanship of Chief Secretary had not cleared the proposal for creation of these posts. The proposal has been cleared by the Committee recently and a Selection Committee is being constituted at the Government level to screen the applications. The Director was hopeful that the process of selection was likely to be completed by the end of October 1988. We have in the process lost 6 valuable months and the old pattern of RFLP continues even 7 months after the approval of the new pattern by the Central Government.

Personnel management in a project

The Project Officer is a regular class II employee of the State Government being selected through the State P.S.C. whereas the APOs have been selected on a temporary and adhoc basis by the PO and are having consolidated scale like that of the Supervisor. All of them, however, are either B.Ed or M.Ed.

Strengthening the administration of Adult Education at the State and district level

Under the plan scheme for strengthening the administration at the state and district level, Orissa has been categorised under 'B' and is entitled to 2 posts of Deputy Directors, 4 posts of Assistant Directors, one post of Accounts Officer, one post of Office Superintendent, one post of Statistical Assistant and few posts of ministerial officers. On receipt of the revised pattern, the State Director of AE has submitted a comprehensive proposal to the State Govt. followed by a reminder in July 1988. The total financial implication of creation of the additional posts is of the order of Rs. 2,42,000.00. I was given to understand that the proposal is still under the consideration of Govt. It is imperative that the total proposal is approved by the State Govt. and sent to the Govt. of India for formal sanction.

The revised pattern also provides for purchase of a vehicle. It will be much better if the Directorate goes in for a utility van which will have the facility for carrying film projector, audio-visual equipments like TV camera, cassette recorder, etc. instead of going in for a staff car.

Constitution of State Literacy Mission Authority

The State Govt. have issued a Resolution dated 21-5-1988 constituting a State Literacy Mission Authority with Chief Minister as the Chairman and Director, Elementary and Adult Education as member-convenor. The Resolution has not been properly worded in as much as the scope and content of the functions of the Authority and its powers have not been properly defined therein. Secondly, although most of the developing departments like Agriculture, Community Development, Harijan and Tribal Welfare, Health & Family Welfare have been represented in the body, involvement of certain other departments like industry, Science, Technology, Environment, Housing and Urban Development, Forest, Fishery and Animal Husbandry and some of the technology institutions like the State Computer Centre, ORIDA,

Khadi & Village Industries Board, ORSAC etc. also need to be represented in the body. Representatives from some of the old reputed institutions which are engaged in production of teaching and learning materials and which have developed the expertise of imparting participative training also need to be included in the membership of the body. Besides, since the scope and content of MPFL has been enlarged to include Employers, Trade Unions, disciplined forces, ex-servicemen, prison management and staff, representation of some of these bodies in the State Literacy Mission Authority would also be useful. Since the thrust of NLM is on rural areas, on members of SC, ST and women and on all other deprived sections of the society, representation of these interests would be desirable.

The Joint Educational Adviser, who was earlier looking after the programme is no longer concerned with it. In his place, the Joint Secretary (AE) and ex-officio Director General (NLM) may be made as a member.

Appointment of State Mission Director

Govt. have appointed the Director, Elementary and Adult Education as the State Mission Director and a formal communication to this effect has been issued.

Although elementary education and adult education are mutually supportive programmes and one reinforces the other and, therefore, combination of the 2 functionaries in one incumbent would be otherwise conceptually sound, administratively speaking, it may not be expedient to combine these 2 posts (in one incumbent) which have become top heavy after introduction of 'Operation Black Board' and 'NLM'. The two should, therefore, be segregated and Director, Adult Education be notified as the State Literacy Mission Director as also the Member-Secretary of the Literacy Mission Authority.

Appointment of District Mission Leader

The State Govt. is yet to issue a formal notification appointing the Collectors of Cuttack and Kalahandi (the 2 TD districts) as the District Mission Leader. This is essential for the implementation of the TD plan in these 2 districts which would involve, amongst other things, identification of improved TPIs, demonstration and field testing of TPIs, obtaining performance reports after demonstration, supply, installation and maintenance of the TPI etc.

Training

The Director indicated that none of the Deputy Directors and Asstt. Directors has undergone training either at the state level or the national level. The Director himself attended a training workshop of Directors, AE and Directors, SRC held at NIEPA in August 1988.

The Project Officers (25) have been exposed to specialised training in all fields of agriculture, forest, fisheries, animal husbandry, environment etc.

In regard to other adult education functionaries such as Instructors, Supervisors, Preraks (to be recruited) APOs, etc., the Director was requested to

work out the backlog of functionaries and draw up a schedule for their training in phases in consultation with the Director, SRC.

Supervision, inspection, monitoring and evaluation

No system of regular reporting has been followed by the field level functionaries. The reporting has generally been based on the tour diaries of the Project Officers which is submitted to the Directorate. The Directorate has recently designed a format for inspection and review of the adult education programme at the project level by officers of the Directorate which is fairly comprehensive and covers all aspect of activities and achievement of AEC such as enrolment, attendance, supply of instructional materials and other equipments/teaching aids, training of functionaries etc.

An additional format has been designed for submission of reports for review of NLM which covers (a) Mission objectives sand target (b) break up of coverage under different projects and (c) general activities of the AE centre, training, reorientation, learner's evaluation, supply of teaching aids and learning materials etc. These informations are required to be collected on a monthly basis and sent to the Planning & Coordination Department. On the basis of the materials collected so far about three reviews have been taken at the level of Special Secretary and Secretary Planning & Coordination Department and Chief Minister.

Under NLM, computerised MIS will be taken up in forty TD districts and district will be the first level of monitoring. A computer card has been designed for the Directorate through which the required information on implementation of NLM in the 2 TD districts of the State could be monitored, fed to the computer and in the process the accuracy and authenticity of the data could be well tested. The computer card has a very detailed schedule and could be a model for use in other TD districts.

Technology Demonstration

Cuttack and Kalahandi have been identified as the 2 TD district of the State. Of the 2 Cuttack is well endowed, rich landscape, alluvial soil, high rainfall, high water table, high irrigation, better agriculture, high productivity per acre etc., has a network of educational, cultural and scientific institutions and yet has a large number of adult illiterates (with only 45% literacy). 'Kalahandi is less endowed, poor landscape, dry and, red morrum soil or black cotton soil, low rainfall, low water table, poor irrigation, poor agriculture and low productivity per acre of land etc., is one of the educationally most backward districts, has a very low rate of literacy (19 per cent) and has a sizeable section of its population belonging to the ST community who have a still lower rate of literacy. In view of these sharp contrasts, it was necessary to have the district level action plans prepared based on the profiles of the 2 districts available. An outline was designed for this purpose and was sent to all State governments with detailed guidelines in April 1988. During my visit to the State in April 1988,

I had also given a detailed design for preparation of such reports. After repeated reminders, I was given to understand that the district level action plans have been prepared and were being despatched to the Ministry of HRD. A rough scrutiny of the plan of Cuttack district indicated that although the plan had been structured well (strictly according to the format designed by me in April-May 1988), there were many gaps and omissions which need to be made good. We are shortly going to convene a conference of all District Mission Leaders and DAEOs where all the district level action plans will be taken up for scrutiny, discussion and finalisation. Pending this exercise, I am not offering any detailed comments on the quality of the report. I was given to understand that the preparation of the report has been preceded by a benchmark survey and that the requirement of techno-pedagogic inputs has been identified in detail. Special mention may be made of the sincere efforts made by Shri Prafulla Chandra Mahapatra, Deputy Director-in pursuing the matter with the Collectors of Cuttack and Kalahandi. Action will have to be taken on this and the requirement of improved TPIs intimated to the collaborating agencies for designing patenting and production of the inputs.

Mobilisation and involvement of voluntary agencies in NLM

Voluntary Agencies have been involved in the field of adult education from the year 1978-79. Performance of 24 such agencies for the year 1986-87 was evaluated by a joint evaluation team in 1987-88. The gradation of 16 agencies on the basis of the report submitted by the team is as below

Grade 'A'	4
Grade 'B'	5
Grade 'C'	4
Grade 'D'	3
	<hr/>
	16
	<hr/>

It was indicated in course of review that the State Government had recommended in 1987-88 proposals of 225 voluntary agencies for sanction of grant-in-aid as against which grant-in-aid has been sanctioned in favour of 19 agencies. Copies of these sanction orders have been received by the Directorate. The following steps have been taken by the Directorate to mobilise good and reliable voluntary agencies, to act as facilitators for helping them to prepare area operational plans and in actual implementation of the programme :

- (i) The Directorate conducted a workshop on 9th the June 1988 which was attended by representatives of 115 voluntary agencies and all the 25 project Officers. In the workshop, the Director had impressed on all the Project Officers to act as facilitators rather than as a part of the regulatory or control mechanism and extend all possible cooperation, guidance and help to the voluntary agencies to prepare their operational plans, submit applications in complete

form and arrange resource persons for training of their functionarise.

- (ii) Since the SRC was defunct for many years, materials produced by the Directorate for adult learners as well as for neoliterates have been made available to as many as 11 out of 19 voluntary agencies whose proposals have been cleared by the Government of India.
- (iii) The Project Officers have been instructed to help voluntary agencies in arranging resource persons or training as and when necessary.

The Director feels that there could be still a backlog in the training of functionaries of voluntary agencies. This needs to be correctly identified. The Director also feels that the area of evaluation of learning outcome in the voluntary sector seems to be deficient. There is need for making available all necessary instructional materials including materials as participative training to the VAs who do not always have a firsthand access to these materials. None of the VAs who have been sanctioned grant-in-aid has applied for Jana Shikshan Nilayams. It is necessary that complete information on the scheme of JSN is circulated among all the voluntary agencies so that the rationale of linkage of basic literacy, post-literacy and continuing education is clearly made known to all of them.

In the first week of July 1988, a zonal level correctional workshop was organised under the auspices of the West Bengal Social Service League. This was intended for the 'A', 'B' and 'C' category voluntary agencies of Orissa, Bihar, West Bengal, Assam, Manipur, Nagaland, Mizoram and Arunachal Pradesh. The Directorate does not appear to have any information about the organisation of this workshop. They should have been fully involved with the organisation of the workshop. The proceedings of the camp may, therefore, be made available to the Directorate as well as the SRC for their information.

There are a number of good and reliable voluntary agencies with an outstanding track record of social service. Some of them could be involved as lead agencies in the task of mobilisation of good and reliable VAs for NLM. Two such agencies which stand out prominently are (a) Agramamee of Kashi-pur, Koraput (b) Centre for Youth and Social Development, Bhubaneswar. My interaction with them has revealed that they have a team of young, energetic, sincere and dedicated workers with a high level of motivation and commitment. The State Government should provide them all positive help, patronage and encouragement in the difficult task of mobilisation.

Mass Programme of Functional Literacy

The MPFL was launched in Orissa during 1987 40,000 literacy kits have so far been procured and distributed to the NSS units of all the 5 universities in the State. I was given to understand that these kits have not yet been fully utilised. Of the 40,000 kits, major share i.e. 24,968 goes to the Utkal Uni-

versity. It is essential to have a complete and upto-date feedback from the Programme Coordinators of the NSS of the University to satisfy oneself as to whether these kits have been properly distributed to the NSS volunteers, whether the latter have received proper training, how many adult learners could be enrolled by them and what has been the net impact of the programme. No information is available in the Directorate as to whether all the master trainers and volunteers have been so trained. Although there is a state level steering committee under the chairmanship of Secretary, Education & Youth Services Department, this Committee does not meet regularly and does not appear to have succeeded in obtaining complete feedback on the implementation of MPFL in the universities. The UGC has sanctioned 3 Depts of Adult & Continuing Education in Utkal, Berhampur and Sambalpur Universities and each one of them has a full time Director and a large contingent of staff. In addition to teaching and research, they are expected to implement a centre based programme and as such are in a position to contribute substantially to NLM. Luckily for us, of the three, the management of two i.e. Utkal and Berhampur at present stands superceded and senior officers of the State Government have been appointed as Administrators. They should find time for devoting to this work and evince sufficient interest in the proper implementation of the programme (both through the Departments of Adult & Continuing Education as well as MPFL) so that some definite impact is produced. I was given to understand that of the three, the performance of Sambalpur University in regard to identification of volunteers, enrolment of learners, implementing both the group based programme and 'Each One Teach One' as well as monitoring of information leaves much to be desired. A sum of Rs. 17 lakhs was sanctioned in favour of the Deputy Director, Adult Education-cum-Director, SRC in 1987-88 for production of 80,000 kits. It is not clear if the above sanction was issued after a thorough appreciation of the actual requirement of kits. Sanction of a large amount for production of a sizeable number of kits becomes infructuous in view of the fact that a large number of kits produced in the past and even in 1987-88 were reported to be lying unutilised in the Universities. No correct accounting of these kits was available. In future, before sanction of any amount in favour of any SRC, a report on such accounting should be obtained. The SRC may also be asked not to undertake production of any further materials without satisfying itself about the need for such additional materials. The matter may be placed before the next meeting of the State level Advisory Committee on SRCs and the position thoroughly reviewed before taking a final decision.

Production of teaching-learning materials by the Directorate

This is the basic function of the State Resource Centre and not of the Directorate. However, both before the recognition of the Utkal Navjeevan Mandal as the State Resource Centre and after the derecognition of the SRCs (following charges of malfeasance) by the Government of India, the Directorate with the help of its own staff had produced some of the basic literacy materials. Some of the materials have been

well visualised and well illustrated. Some of them reflected rich imagination and a keen sense of awareness of the rich cultural tradition of the State. As a matter of fact, an attempt to link adult education with the rich folk tradition of the State is by itself laudable. The credit for this work should go to a number of people as a collective endeavour. It would, however, like to specifically mention the names of 2 creative thinkers and artists namely Sri Nataraj Singh Mishra and Sri Baishnab Chandra Mohanty who have made the most outstanding contribution in designing the materials. They bear the stamp of their creative and innovative mind and refreshing originality. These materials were designed before NLM and, therefore, the functional component of NLM does not appear to be very pronounced. In all fairness, with suitable modifications, the SRC should be able to make use of these materials which have been prepared with enormous efforts.

In course of review of teaching-learning materials, I had the happy occasion to interact with yet another creative thinker and artist of the state namely Shri Indubhusan Mishra, Deputy DPI (Retd.) A acknowledged veteran in the field of pedagogy of adult education, Shri Mishra is at once a poet, playwright, environmentalist and has a fairly large number of publications in adult education to his credit, some of which are written in a lighter vein and are lively and inimitable in their style. He has been (and rightly so) nominated as a member of the State Literacy Mission Authority and his talent in the field of adult education should be fully utilised.

A disquieting aspect came to my notice in course of review of resource support in Adult Education. This relates to purchase of teaching-learning materials from sources other than the SRC. I was given to understand that such purchase is taking place without ensuring if the materials purchased conform to the prescribed standard of quality and specification. This also promotes a dangerous trend in large scale commercialisation in purchase of teaching-learning materials (without ensuring their quality) which is contrary to the policy enunciated in NLM which for the first time has defined 'standard teaching-learning material'. I was given to understand that one of the reasons which might have weighed with Government, going in for large scale purchase of materials through sources other than SRC is that the SRC was itself non-functional for more than 3 years. Such a course of action could have been supported or justified if while making the purchase of the books quality norms could have been observed. Since the SRC has started functioning and a new Director (Prof. S. C. Dash) has been appointed it is imperative that the State Govt should extend tacit support to the SRC in production of standard teaching-learning material and should make it a point to purchase all the materials for the AECs as well as for the libraries of JSN which are produced by the SRC instead of buying them from sub-standard private commercial publishers in open market.

Post Literacy & Continuing Education

Sanction or setting up of 500 JSN under the RFLP was communicated to the State Govt with detailed

guidelines in March 1988. There are at present 5700 AECs under RFLP and 1800 AECs under the SAEP. At the rate of one JSN for 10 AECs, we would be in need of 750 JSNs for all the 7500 AECs. This also will not provide complete linkage of basic literacy with post literacy and continuing education for the whole state, major portion of which stands uncovered by any project so far. Neither for the VAs working on a centre based programme nor for MPFL any such linkage has yet been planned. In view of the severe limitation of resources to provide for the full requirement of JSN for the whole state, the State Govt. have decided to provide 241 JSNs to cover the full requirement of JSNs for Kalahandi district and to provide the rest for Cuttack district. Cuttack and Kalahandi, however, account for only 4 projects out of 25 sanctioned for the state so far and for the remaining 21 projects, the State Govt should work out the required number of JSNs with financial implications and include it in the state level action plan to be submitted to Govt. of India (which is yet to be submitted to Govt. of India). On receipt of similar action plans from all States, the additional requirement of funds should be worked out and Planning Commission for augmenting the outlay.

According to the instructions issued by the Directorate, a project level selection committee is to be constituted under the chairmanship of the project officer, the BDP and the Headmaster of the local areas as members and with the involvement of local youth and women. These committees have already been constituted for Cuttack and Kalahandi districts and they have started selecting the Preraks. 30 Preraks for Cuttack and 20 for Kalahandi have already been selected. The process of selection should be completed early so that training of Preraks selected could be taken up by the SRC. It is important that the training is fully decentralised and is organised at such places which have residential facilities. A good number of resource persons and functionaries of development departments should be involved with the training and should provide a complete orientation to the newly recruited Preraks about the concept of JSN, its activities, their role and functions as Prerak in charge of JSN and as Supervisor.

The Director indicated that it will take quite some time to have the Preraks in charge of all the 500 JSNs and to make the Preraks discharge their dual roles. Besides, the number of JSNs sanctioned will cover only 4 out of 25 projects and the remaining 21 projects will be without any JSNs. If the services of all the supervisors are to be terminated without having the required number of Preraks and without making necessary arrangements for supervision of the AECs, this important aspect of project management will suffer. Pending alternative arrangement for supervision, the existing arrangement may, therefore, continue, he pleaded. This suggestion is quite valid and a formal decision may be communicated to the Govt. of Orissa as well as to others who have been placed in similar situations.

Summing up

Orissa is one of the ten educationally backward States. Nine out of 13 districts have a literacy rate which is below the national literacy rate (36.23) and eight out of these districts have a literacy rate below the state average rate (34.23). The state has a high concentration of scheduled tribe population (2.3%), and literacy rate amongst the members of the ST community is very low (lower than even 20 per cent). The state has 314 blocks out of whom 118 are tribal sub-plan blocks. Although the National Adult Education Programme is being implemented in the state since 1978-79 through the project approach, it has not created any perceptible impact. In the context of the high concentration of illiterate ST population and various weaknesses which have inhibited the coverage, pace and impact of the programme, the following operational strategy is placed below for consideration :

1. Of the 57 sub-divisions of the state, only 25 subdivisions have been covered by 25 projects. These projects are in operation over a period of 5 to 10 years though in terms of number persons made functionally literate, their contribution cannot be significant. A two-pronged strategy will, therefore, have to be thought of. On the one hand, an early decision should be taken by the State Govt to upgrade the status of these projects and bring them to the level of revised pattern of R.FLP. Through a selection of right type of personnel by adopting special selection procedures (POs, APOs, Preraks, Instructors), proper training and intensive supervision and inspection of the actual functioning of AECs, it should be possible to correct the deficiencies which led to wastage of the earlier programme. The second part of the strategy would be to identify the areas which have not been covered by the programme so far and draw up an area operational perspective plan by allocating the responsibility of eradication of illiteracy in specific areas to specified agencies such as universities (Departments of Adult and Continuing Education), students (NSS, non-NSS and NCC), voluntary agencies etc. A strong case should be made out for increasing the number of SAEPs and as and when this materialises, it should as well be included in the area operational-plan. In addition to taking the initiative for identifying good and reliable VAs, the State Govt. could think of an agency (luckily for us there are a good number of such agencies like Agramee of Kashipur, Koraput, Centre for Youth & Social Development, Bhubaneswar, Viswas of Kharior Red Kalahandi, Picket of Phulbani etc.) like Gujrat Vidyapeeth, Ahmedabad or Shanti Ashram of Coimbatore of Kerala Shastra Sahitya Parishad of Trivandrum which could act as good mobilisers of VAs in a specific area or for the whole of the uncovered area and which could contribute to environment building by organising literacy

pathas and by harnessing folk culture and tradition (still alive in shape of Jatra, Pala and Daskatha, dance drama etc. to spread the message of literacy.

22. In regard to the tribal sub-plan areas, a different strategy will have to be thought of. To start with, the Instructions in AECs in tribal areas should be from amongst the ST community. This will establish an identity bond between the teacher and the taught. In no case, an Instructor should be brought from outside (from a non-tribal areas) and imposed on the learners belonging to ST community. It would be necessary to arrange intensive orientation for these Instructors from time to time to ensure that there is no gap between the teaching content and process and the tribal ethos and needs. Secondly, although a large number of languages and dialects are spoken by members of ST community in Orissa and there is a Tribal Research Institute at Bhubaneswar, very little work has been done in developing bilingual primers and pre-literacy materials in these languages/dialects. This task appropriately now falls to the shoulders of the State Resource Centre. The latter should take the help of Central Institute of Indian Languages, Mysore which has been doing pioneering work in the field of development of tribal language (ST) and convene a number of workshops of creative thinkers, writers and artists who have acquired proficiency in tribal language, literature and culture (like Sri Gopinath Mohanty, A. V. Swamy, Dr S. K. Mahapatra, Dr D. Pattnaik etc. and evolve suitable learning materials for both basic learners as well as neo-literate belonging to the ST community. We have been talking of integration of adult education with other development programmes for many years although integration in the true sense of the term has not yet taken place. This is one single measure which apart from increasing motivation of the learner would have imparted a meaningful dimension to the programme as a whole. There has been no dearth of instruction on the subject but what is lacking is a change in the attitude of the development functionaries who have been used to the culture of viewing the activities of their departments in isolation. What is needed, therefore, is orientation of these functionaries in a manner which will make them treat an adult education centre as an extension counter of all development programmes. An adult education centre should, therefore, be recognised as the local point of such integration. Secondly, while opening an anganwadi centre or a health sub-centre or a DWCR centre, availability of an Adult Education Centre or a JSN in the proximity could always be kept in view. This would help in bringing about a convergence of a number of development programmes in a particular area through the AEC as well as

through the JSN. Thirdly, here should be an arrangement by which the instructor of the Adult Education Centre, the Prerak of the Jāna Shikshan Nilayam and other development functionaries at the village level (the anganwadi worker, the multipurpose community health worker, the ANM or midwife, VLW, the DWCRAs, the organisers in charge of TRYSEM centre etc.) meet at regular intervals and exchange their valuable ideas and experiences with each other. This could be one of the most effective ways of sharing information. Fourthly, this process should be carried further and the expertise as well as experience of these functionaries as resource persons should be utilised in the training programmes. Fifthly, the infrastructure and institutional support built up by a department in the village should always be made available to another department oriented to development. This would mean that apart from sharing physical infrastructure or building facilities for conducting a host of activities, there should be dissemination of developmental literature amongst the functionaries to their mutual advantage. All this would be possible if the functionaries visit each other's institution and participate in each other's activity. Supervisory officers or inspecting officers of one department should similarly make it a point to visit institutions (like AEC) of another department and contribute in whatever way they can to the proper functioning of the institution.

PART II

State Resource Centre

The SRC, Bhubaneswar which was registered as a Society under the Societies Registration Act on 13-1-86 remained largely non-functional on account of the fact that the erstwhile employees of Utkal Navjeevan Madal, Angul had preferred a writ petition in Orissa High Court and had succeeded in obtaining an interim stay order on the SRC against filling up of the sanctioned posts for the SRC. It appears from the letter dated 27-7-88 from Sri Radhamohan, Liaison Officer-cum-Deputy Secretary to Govt. Education & Youth Services Deptt. addressed to Shri Gita Ram Under Secretary to Govt. of India that the petitioners who had filed the writ petition want to withdraw the case. In the wake of the withdrawal of the case by the petitioners, the High Court has disposed off the Misc. Case No. 298/88. Consequently the following actions are required to be taken by the Govt. of India.

- (i) Issue of a formal letter recognising the SRC, Bhubaneswar as the SRC for Orissa State.
- (ii) Issuing a formal sanction order which has been issued to all other SRCs in April 1988 in which sanction of 23 posts has been communicated together with one vehicle and audio visual equipment for the SRC.

- (iii) Formally ratifying the appointment of Prof SC Dash who has been appointed as the Director, SRC in addition to his own duties as Director, SCERT w.e.f. 18-7-88.

Simultaneously, the following action is required on the part of the State Govt :

- (i) Identifying a suitable location and building for the SRC.
- (ii) Constituting a selection committee comprising of eminent educationists, pedagogists, linguists, etc. who have a thorough knowledge and understanding of the pedagogy of adult education and who will be able to recommend and select candidates possessing the best talent possible. I was given to understand that a selection committee was constituted earlier for this purpose. A perusal of its composition showed that it is not representative i.e. it does not have experts representing different disciplines. The Committee, therefore, needs to be constituted afresh.
- (iii) There are as many as 62 ST communities in the state who speak 37 languages. Development of biliteracy materials i.e. bilingual primers and post literacy materials for members of the ST community will be one of the important functions of the SRC. It is, therefore, necessary to have at least one Programme Coordinator and one Associate Programme Coordinator who will be thoroughly conversant with at least one or more of the tribal dialects and who will be competent to design the bilingual primers for the adult learners belonging to the ST community.
- (iv) During 1987-88 and till date, a number of circulars and guidelines have been issued from the Ministry of HRD (Deptt. of Education) on the role of SRC in NLM. Copies of these circulars should be made available to Director, SRC.
- (v) A sum of Rs. 17 lakhs was sanctioned for production of literacy kits under the mass programme for functional literacy in Feb-March 1988. This amount has so far been lying unutilised on the ground that enough materials were available with the universities for implementing MPFL. The amount needs to be transferred to the account of SRC. The latter should make an objective assessment of the present position of material production in relation to the needs of MPFL and should take necessary decision.
- (vi) The SRC has certain essential requirements and its accommodation should be properly planned keeping these requirements in view :
 - (a) A conference room for holding regular workshops, seminars and symposia for

the personnel of SRC, adult re-education functionaries, creative thinkers, s, writers, artists who will be closely involved with the work of material production for the SRC.

- (b) A centre for imparting training to different functionaries of adult literacy education with arrangements for residential accommodation for the functionaries who will be coming to the SRC for the purpose of training.
- (c) Suitable space for storage of materials such as basic literacy primers, work books, materials for neoliterates, training materials, literacy kits for MPFL including space for a library which will be so designed as would make it termite proof and not vulnerable to other pest attack.
- (d) A small laboratory where the staff artists of the SRC should be able to develop films, prepare slides and spots etc.

The SRC on its part is required to draw up an action plan for the remaining 6 months of 1988-89 in which it should take stock of the following:

- (a) Pending availability of an alternative accommodation, the Director, SRC should take quick stock of the materials which have already been produced, whether they have been field tested and whether they have been adopted on the basis of reports from the field. If not, he has to arrange pre-testing of materials in the field and ensuring that the materials are adopted on the strength of feedback received from the learners and the Instructors who are to use the materials.
- (b) In designing the materials, the objectives of NLM in qualitative terms will have to be kept in view. These objectives are:
 - (i) Making a person (who is functionally illiterate) aware of the causes of deprivation and moving towards a amelioration of the condition through re-organisation and participation in the process of development.
 - (ii) Imbibing the values of national integration, protection and conservation of the environment, women's equality, observance of small family norm etc.

A quick look at the materials produced by the SRC so far did not produce sufficient evidence of the fact that these materials can enable the adult learners to understand the cause of their deprivation and empowering them through awareness building to participate effectively in the affairs of the community. For this purpose, it is necessary that a workshop of creative thinkers, writers and artists is organised and

a strategy is designed as to how to bring the materials nearer this objective of NLM. For this purpose, I have suggested that the Director, SRC should keep in view the materials produced by Viswa, a voluntary agency working for the rural poor in Kalandi.

- (c) The Director, SRC in consultation with the State Literacy Mission Director, should take a quick stock of the functionaries who were required to be trained by the SRC and who have not been trained so far. This will be immediately relevant for 500 Pre-raks who are to be recruited for the 500 JSNs some of whom have already been recruited).
- (d) The Director, SRC is aware of the publication 'Learning for Participation' bought out by the Director, Adult Education New Delhi and agreed to undertake translation of this book into Oriya. Additionally, he should review training curriculum and training materials which were designed earlier for training of the adult education functionaries and bring about qualitative changes, wherever necessary. He may for this purpose keep in view the materials designed for training of animators by the Centre for Youth and Social Development which has been found to be conceptually an excellent material.
- (e) The SRC has a very important role to play in environment building in NLM. I may take the initiative for organising literacy caravans by involvement of teachers, students, youth, artists. It may design posters, placards and banners which will be well visualised and well illustrated, be relevant to the occasion and which will be effective conveyers of the message of literacy.
- (f) The SRC should also review the effectiveness of media support to NLM (both traditional and non-traditional) and explore the possibility of maximising their support and coverage through regular write-ups in newspapers, through good features and stories (which are imaginative and appealing) which can be broadcast/telecast over the AR/Doordarshan.
- (g) The SRC should identify the genuine needs of voluntary agencies of the State (19) who are working for NLM in the field of material production, training by organising workshops for their functionaries and by assisting them in the field of material production and training. It could particularly assist the voluntary agencies in area mapping, preparation of area operation plan, submission of application for grant-in-aid etc. It should also bring out an inventory of voluntary agencies working for NLM in the state which would be a good reference guide.

(h) The library movement in Orissa in general and in the rural area in particular is not so strong as in Andhra Pradesh, Karnataka and Tamil Nadu where the library movement has gathered momentum over many years). Library service is an integral part of JSN and where we are not able to open JSNs, it is essential that there should be enough reading materials for the literates. For this purpose, we had requested all the State Governments as early as December 1987 to make available public libraries (wherever they are functioning) for the benefit of the literates. Since such libraries are few in rural areas and many school libraries, wherever they are in existence may not have good reading materials for the literates. The SRC will have to take lead in creating a base for such movement and designing number of good number of good titles for the literates.

(i) Research as an activity is being badly neglected in most of the RCs. With the help of the 2 Research Associates sanctioned for RC it should be possible to carry out research on areas pertaining to the disadvantaged sections (SC, ST and women), their preferences and felt needs, socio-economic, cultural, linguistic and other barriers which prevent their mobilisation and enrolment in AECs in an appreciable number and how these barriers can be overcome.

(j) The SRC will have to play leading role in bringing about an interaction between adult education and other development programmes. The SRC could discharge this role in the following manner:

(i) Identifying the various development departments who are involved in adult education programme.

(ii) Identifying the materials/information packages produced by them which are relevant to adult education.

(iii) Obtaining these materials/packages and trying to incorporate them into the materials for adult learners and neoliterates.

(iv) Identifying the procedure for imparting training to the functionaries of other development departments and the materials which are used for imparting such training to what extent the training methodology is participative and how best the materials can be utilised in the training programme for adult education functionaries.

(k) The SRC may also take stock of materials, the existing procedure for supervision and monitoring of adult education programme and may suggest change in format for

supervision, inspection, monitoring the feedback from AECs, keeping in view the central objective of attainment of literacy 'status' under NLM (as different from mere enrolment).

(1.1.1.1) In addition to students (NSS, non-NSS and NCC), a large number of other agencies are also going to be involved in NLM. They are:

- (a) Employers and trade unions.
- (b) Members of disciplined forces (Army, Navy and Air Force) and welfare organisations attached to them.
- (c) Nehru Yuva Sangathan.
- (d) Khadi and Village Industries Board.
- (e) Ex-servicemen.
- (f) Prison management and staff.
- (g) Housewives and their associations.

The SRC will have to provide academic and technical support to these agencies who are willing to work for NLM. This will involve a massive liaison with these agencies, correctly assessing their requirements and assisting them at every step.

It was encouraging to observe that taking a cue from the well illustrated charts of West Bengal Social Service League, Calcutta (which is the State Resource Centre for West Bengal), SRC Bhubaneswar has designed 12 well visualised and well illustrated charts which convey important messages on:

- 1.1. National integration.
- 2.2. Dignity of labour.
- 3.3. Protection and conservation of environment.
- 4.4. Small family norm.
- 5.5. Health, hygiene and sanitation.
- 6.6. Concept of 'our family'.
- 7.7. Concept of 'good and nutritious food'.
- 8.8. Concept of 'Education'.

These charts which are intended to be supplied to all AECs on a large scale could serve the purpose of pre-learning motivational materials. Few additional charts need to be developed on the following themes which are relevant for the National Literacy Mission:

- 1.1. Tolerance of all faiths.
- 2.2. Equality of both the sexes.
- 3.3. How to promote a participative culture and participative skills.
- 4.4. How to promote communication skills.
- 5.5. What is the concept of 'Quality of Life'.

ANNEXURE—A

Year	No. of projects sanctioned		Amount Spent		No. of centres opened		No. of learners enrolled.	
	Central Sector	State Sector	Central Sector	State Sector	Central Sector	State Sector	Central Sector	State Sector
1	2	3	4	5	6	7	8	9
1978-79	11	2	Rs. 12,53,63,93,00,000/-	Rs. 12,53,000/-	110	1821	3900	54030
1979-80	11	2	Rs. 33,41,01,00,00,000/-	Rs. 52,76,000/-	3300	5570	9000	158088
1980-81	11	2	Rs. 45,14,64,64,65,55/-	Rs. 21,58,000/-	3300	600	9000	18000
1981-82	11	2	Rs. 49,80,60,60,67,71/-	Rs. 16,12,000/-	3300	600	9000	18000
1982-83	13	2	Rs. 55,64,48,48,48,4800/-	Rs. 10,30,800/-	3900	795	1,1,000	23,850
1983-84	13	2	Rs. 53,17,20,21,21,2100/-	Rs. 20,79,944/-	3900	980	1,1,000	29,400
1984-85	19	2	Rs. 1,03,14,14,14,14,5572/-	Rs. 26,21,633/-	5700	1020	1,7,670	30,600
1985-86	19	2	Rs. 1,72,28,28,28,73,7724/-	Rs. 34,72,499/-	3600	540	1,0,490	16,399
1986-87	19	6	Rs. 1,51,53,53,53,53,8868/-	Rs. 29,80,963/-	7800	2260	2,3,070	69,433
1987-88	19	6	Rs. 1,75,60,60,60,1,16,66/-	Rs. 57,36,405/-	5700	1800	1,7,760	54,643
			Rs. 8,51,01,31,31,34,34,66/-	Rs. 2,82,21,244/-	41,60	15,986	12,5,000	4,72,533

TOUF IMPRESSIONS OMNN VISIT TO ORISSA

ON 30TH & 31ST IDDECEMBER, 1988

FOR REVIEW ' C OF NLM

I had visited Orissa on 1-9-88 and had made an indepth review of NLM in the Office of the Director, Adult Education & State Mission Director. I visited Orissa again in connection with a Zonal level Workshop on Voluntary Agencies organised by the State Government and briefly reviewed the progress of NLM since then. The following are the plus and minus points of NLM in Orissa arising out of this review :

Plus Points

I. Mass campaign for NLM launched at the State level on 5-5-88 by the Governor and the Chief Minister, Orissa.

II. The State Literacy Mission Authority (SLMA) has been constituted with a Council (under the chairmanship of CM) and Executive Committee. The first meeting of the Council is being held on 4-1-88.

III. The post of a full time Director, Adult Education has been created and filled up (earlier this was tagged to Elementary Education). Sri Golak C. Mohapatra, a senior experienced Officer of Indian Administrative Service has joined as Director, Adult Education & State Mission Director w.e.f. 21-9-88. The Director, Adult Education has been notified as the State Mission Director.

IV. The Collector of each district (13) has been appointed as the District Mission Leader.

V. To assist the District Mission Leader, thirteen posts of District Adult Education Officers have been created (these are yet to be filled up).

VI. District level action plans for the 2 T.D. districts of Cuttack and Kalahandi have been prepared, scrutinised by the Central DAE and accepted. Action Plans for the remaining 11 districts are under preparation in conformity with the Central guidelines.

VII. A State Level map has been prepared showing the areas covered by RFLP, SAEP, NYK, VAs etc. and the areas which have not been covered.

VIII. The disparity between RFLP & SAEP is being gradually reduced by sanction of additional SAEPs. At present there are 19 RFLPs and 9 SAEPs, each with 300 AECs.

IX. Detailed instructions have been issued for conducting surveys through involvement of the village community so that opening of AECs is need-based and functional. Efforts are being made through such surveys to compile the names of adult literates and illiterates for every village.

X. Nehru Yuva Kendras have started working for NLM on 14-11-1988. So far 1060 Centres in 11 districts of the State have been opened by NYK.

XI. The Education Secretary (Sri P. M. Mohapatra) has taken lot of initiative and keen personal interest in mobilisation of Voluntary Agencies through 4 Zonal Level Workshops. The first such workshop was held on 30th & 31st Dec. 88 attended by about 150 VAs. This is a tremendous effort towards mobilisation of VAs.

XII. One Deputy Secretary in Government and one Assistant Director in the Directorate have been earmarked to exclusively deal with the problems of Voluntary Agencies. The Assistant Director has been regularly visiting the VAs and ascertaining from them about their operational difficulties. A proforma for such visits has been designed.

XIII. The applications from VAs are being treated with utmost urgency and seriousness. If the report of the Collector/DAEO is not received within one month, it is being presumed that there is nothing adverse against the agency. Similarly, if the report is not received from the Director AE within one month it will be presumed that there is nothing adverse against them.

XIV. A system of Joint monitoring which is not fault finding but oriented towards providing guidance and help to the VAs is being designed at the district level.

XV. As a result of these efforts, about 20 VAs are already running 1050 AECs in 7 districts and proposals from 10 additional VAs have been sanctioned recently. With the initiative and efforts taken by Education Secretary this number is likely to increase in near future.

XVI. Consequent on vacation of stay order of the High Court w.e.f. 12-7-88 the SRC Bhubaneswar has been recognised by GOI w.e.f. July 88; the Chairman and Director have already been appointed (both are distinguished educationists of the State) and the following programmes have already been conducted by the SRC immediately after its inception.

(a) Organisation of a 12-day training programme for the Instructors of Adult Education sponsored by the railways (from 1-8-88 to 12-8-88) at Cuttack.

(b) Organisation of a one day training programme of 41 N.C.C. senior officers at Cuttack on 22-8-88 on implementation of MPFI.

- (c) Organisation of 12 Workshops of writers and artists for reviewing the materials used for MPFL and for developing a new set of materials during July-Sept. 1988.
- (d) Organisation of a Workshop for evaluating the materials presently used in the Adult Education Programme on 15-10-88.
- (e) Organisation of a training programme of 2224 NYK Youth Co-ordinators conducted from 26-10-88 to 30-10-88.
- (f) Designing a training module for Preraks and conducting the training programme for Preraks (Supervisors).
- (g) Translation of the document 'Grant-in-Aid to VAs'.
- (h) Designing a pamphlet on the role of 'Instructors and Preraks' in NLM.
- (i) Designing an excellent outline in Oriya for launching Literacy Caravans in the State (at the State & District level) for creation of public awareness and for creation of a favourable environment conducive to Literacy. This will be operationalised on the Basant Panchami day (i.e. 20-2-89).

Minus Points

I. The State level perspective plan for NLM from 1988-89 to 1994-95 showing the magnitude of the problem, the agency wise coverage of the uncovered area during the coming 7 years and the human, material & financial requirements has not yet been prepared. This is an imperative need.

II. The scheme of delegation of administrative and financial powers within the framework of instructions and guidelines indicated by the funding agencies needs to be urgently worked out in public interest. Despite the clear recommendation of Education Secretaries Conference held in June 1988, the Director of Adult Education has not yet been vested with any ex-officio secretarial status.

III. Under the scheme of strengthening the administration of adult education at the State and the district level, 1 post of Director, 3 posts of Deputy Director, 4 posts of Assistant Directors and 8 other posts have been sanctioned by GOI but except the post of Director, Deputy Director and Assistant Director, the remaining posts are yet to be filled up.

IV. There has been inordinate delay in adoption and implementation of the revised pattern of RFLP.

V. The implementation of NLM is not co-terminus with the financial year. The AECs are opened in February—March of a year instead of April—May. This causes delay in monitoring of feedback from the field. Illustratively, the performance report for 1987-7-88 is not yet ready.

VI. (a) One RFLP is co-terminus with the area of one or two CD blocks. The population of a CEC Block may range between 50,000 to 1 lakh of which

the adult illiterate population may be about 15000 to 30000. On an average, 6000 adult learners are expected to be made literate per AEC. At this rate, all adult illiterates in a CD Block should have been made literate between 1978-88. The reason as to why a RFLP is continuing in a CD Block area for so many years to be clearly analysed and corrective measures need to be taken in the event of leakage or wastage.

(b) Out of 15 RFLPs, only 17 RFLPs have been provided with jeeps and of them 4 have been lying out of order. This has seriously affected the mobility of the Project functionaries. The provision of TA and Contingencies has never been appreciable and this has further adversely affected the mobility of the personnel.

(c) During 1987-88, there was an unspent balance of Rs. 55.96 lacs as against Rs. 2.31 crores sanctioned. Reason for this huge unspent balance need to be correctly and clearly ascertained.

VII. During 1987-88 (Feb. 88) 500 JSNs were sanctioned for Orissa. All the JSNs should have been operationalised by now. No report is available as to how many have been made fully operational and by what date the remaining JSNs would be made operational.

VIII. A phase programme of training of all Preraks needs to be drawn up without further delay as without such training, the JSNs cannot be operationally very effective. This should be taken up by the SRC.

IX. A proper planning needs to be made for providing JSNs for the requirement of SAEPs and necessary provision needs to be made in the State plan outlay.

X. Although the SRC was recognised in July 1988 and sanction orders of staff (23) issued together with release of first instalment of Rs. 5 lakhs, the staff (except the Director) are yet to be in position. A Committee consisting of Secretary F.D., Secretary Education & Y.S. and Director, SRC has been constituted to examine the staffing pattern and pay scale decided by the Government of India. The Government of India, while sanctioning the staff for the SRC had conveyed the recommendations of the Fourth Pay Commission for her salary and allowances and there was apparently no justification for a constitution of a Committee. Although the Committee was constituted in October, 1988 its report was still awaited.

XI. As already observed in my earlier report of Sept. 88, the composition of the Board of Governors was such that it was dominated by government officials. There is a clear need to change the composition to include in the body creative thinkers, writers, artists etc. who will be able to make useful contribution to the functioning of the SRC.

XII. The performance of MPFL (students) in a State where the three major Universities (Utkal, Berhampur & Sanbapur) have been superseded and placed under three Administrators could have been much better than what it is now. Sizeable amount has been placed for production of literacy kits and lot of

literacy kits has also been distributed but no information is available as to how many adult learners have been mobilised/enrolled and made literate. The Steering Committee under the Chairmanship of Education Secretary, Bikaner should take stock of the situation.

XIII. Media coverage and support to NLM in the State (both traditional and non-traditional) leaves lot of scope for improvement. While AR and Door-darshan have been involved in NLM to some extent, due to inadequate coverage (many parts of the State do not have receivers/transmitters) the benefits do not reach a large section of the population. The State is rich in traditional media (Pala Dikania, Opera etc.) but the same has not yet been tapped to the full advantage of NLM.

XIV. Field Impressions

The following deficiencies were found in course of my visit to Adult Education Centres in Dhenkanal district on 30th evening.

- (a) Bored, dull and unattractive learning environment leads to serious drop-out.
- (b) Village Education Committee (wherever formed) does not appear to have evinced equal interest in the programme.
- (c) The training of Instructor has been of a poor quality and there has been practically no recurrent training or orientation. The supervisory officers (i.e. supervisors and Project Officers) also lack similar orientation.
- (d) The alphabetical method of teaching which is being used in the AEC at present is very inefficient and does not arouse much interest in the learner, arising from its unsustaining nature. The teaching methodology should be one of discussion, iteration and counselling and not mere lectures.
- (e) There is hardly any integration of adult education with any one development activity or functionary such as that of health, family welfare, immunisation, child care, protection of environment etc. It was evident from the fact that hardly any development functionary visits the adult education centres to give the benefit of his/her experience; their experience and expertise as resource persons are seldom made use of in training of adult education functionaries.
- (f) The old teaching learning materials which were designed by the late Navjeevan Mandal and which are not oriented to the objectives of NLM are still being used in the AECs. These traditional, dogmatic and didactic materials rarely evoke any response or generate an interest amongst the learners (like beedi rollers who are burdened with the heavy load of their day to day life).
- (g) Although the Centres are meant for adults, many of them are in the age-group of 9—14 who should have been in the primary school or non-formal Centre.

(i) In the absence of a village library and JSN, the possibility of relapse of the neo-literates into illiteracy is imminent.

SPECIFIC SUGGESTIONS

Administrative

II. The State Mission Director should be vested immediately with an ex-officio status so that he can submit proposals in file direct to Education Secretary/Minister instead of routing them through routine correspondence.

III. The State Mission Director should be delegated with sufficient administrative and financial powers to enable him to discharge his functions smoothly and efficiently. He should be provided with all tools and equipments (by the State Government) which are necessary for operational efficiency.

III.1. The posts sanctioned under the plan scheme of "strengthening the administration of adult education at the State and District level" should be filled up as early as possible by young, energetic and talented officers. Instead of following a highly routinised and tradition-bound procedure as now, the Special Selection Procedure followed by Government of Rajasthan and recommended to all State Governments should be followed.

IV. The Project Officers are hardly qualified or equipped to impart training to Instructors. Educational Institutions (both Government and Private) in villages should be identified, the Headmasters and Senior Teachers given intensive training as resource persons so that in turn they can train the Instructors. Such a system should be institutionalised for both NFE and AECs.

V. Since many AECs continue to be thronged by children (in 9—14 age group), there is need for opening the required number of NFE Centres so that AECs are not utilised for adults (15—35 age group) only.

VI. The State Government should continue the present trend of sanctioning few more SAEP till complete parity between RFLP and SAEP has been established.

VII. The State Government should implement the revised pattern of RFLP without further delay. Since this involves selection and placement of a large number of functionaries (APOs—76 in RFLP alone) the same special selection procedure as is in vogue in Rajasthan should be introduced and implemented without fail to attract talent.

VIII. Simultaneously, the State Government should extend the revised pattern of RFLP to SAEPs as well by providing additional funds in the State plan outlay.

IX. C. C. (Continuing Education)

- (a) The process of selection and training of Preraks for JSNs should be completed and the JSNs (500) should be operationalised as early as possible.

(b) Since the desired integration of adult education with other development departments has not yet taken place (despite P. K. Ujjwalshankar's D.O. letter to Health Secretary, our D.O. letter to the Chief Secretary, Orissa), this may be reviewed in a Collector's Conference to be convened specifically for the purpose. It should be emphasised in this conference that JSN should be the single point of convergence of all development department and the single window for all developmental information and this should be possible only if all development departments adopt JSN as their own institution and contribute their resource for its successful operation.

(c) Unlike the States in the South (Andhra Pradesh, Karnataka, Tamilnadu and Kerala), Orissa does not have a strong library movement, particularly in rural areas. Along with operationalisation of JSNs, it may be necessary to build up this movement which will provide a powerful support to the entire process of continuing education.

(d) The help of Culture and Sports Department may be taken to provide avenues of recreational and cultural activities (including games and sports) in the JSN. Similarly, Departments of Health & Family Welfare, Agriculture, Animal Husbandry, Forest, Fisheries, Science, Technology & Environment, Community Development and Rural Development can organise simple and short duration training programmes for the neo-literates of JSN. For such purpose, it is desirable that short and simple training capsules are brought out by these Departments.

X. Resource Support

(a) Immediate steps should be taken to fill up the posts sanctioned for SRC to make it operational.

(b) Material production by the SRC has the following components and these should be attended to immediately :

(i) Evaluation of existing basic literacy materials, preparation of fresh materials (including guides for Instructors & Praks).

(ii) Designing a number of titles for the neo-literates of JSN (such as materials on legal literacy programme) and the library cum reading room.

(iii) Literacy Kits for the Volunteers of MPFL (both students and non-students).

(iv) Designing simple and in-expensive newspapers for the neo-literates of JSN.

(v) designing materials for training (both the methodology as well as the content)

ent of all Adult Education functionaries (Instructors, Praks, Project Officers etc.).

(vi) Designing materials or environment printing such as literacy cravans (an article for this has been prepared which is to be developed further), for AIR, Doordarshan etc.

(c) Conduct training of Praks and Project Officers, master trainers of MPFL on a decentralised basis and also prepare a schedule for training of large number of resource persons whom turn will train the Instructors.

XI. Media support environment printing

A good begining has been made with needs to be carried further in the following manner in which the SRC will have to take the initiative

(a) We need to mobilise and involve creative thinkers, writers, artists in a way for preparation of a number of leaflets, stories, spots which can be both broadcast and telecast in continuing basis (for 3 months to 1 year stretch).

(b) Series of articles on the theme, need for and relevance of literacy should be published in the local newspapers continuously for a period of months to 1 year (the public awareness has been fully read).

(c) Orissa rich in traditional media (folk songs, folk culture such as Daskathia etc.) which should be fully harnessed for spreading the message of literacy. The artists need to be identified, the group in a lyric form prepared for them and they are presented through AIR and Doordarshan on regular basis. They can also form troupes and street plays around for creation of public awareness.

(d) We have outstanding artists in Orissa of the calibre of stature of Sri. Geeta Devi (Director Doordarshan) in Raghunath Panigrahi (the celebrated artist of Geet Govinda and Miss Sunandamaik (the celebrated Khayal Singer of pichame) who have not been involved in literacy mission. Song on the theme of literacy could be prepared and captured by these artists and presented regularly through AIR & Doordarshan and also in important State events like Gandhi Jayanti, children's Day, Teachers' Day, National Integration Day, Independence Day & Republic Day.

(e) Regular interviews with volunteers and learners who are partners of Mass Programme - Functional Literacy and regular projection of success stories involving Volunteers of MPFL, of RFLP, AE and also of Voluntary Agencies through AIR & Doordarshan would be helpful to a very large extent in creation of public awareness and necessary environment for literacy.

FOUR IMPRESSIONS ON VISIT TO ORISSA FOR REVIEW OF NATIONAL LITERACY MISSION (24TH & 25/5TH MARCH, 1989)

I had visited Orissa on 30th and 31st December, 1988 and had made an indepth review of NLM in the Office of the Director, Adult Education and State Mission Director. The review report which was a SWOT analysis of strength and weaknesses of the Programme in the State was sent to the State Govt. and all concerned quarters immediately thereafter. I visited Orissa again in connection with a meeting on Mass Programme of Functional Literacy which was organised on 24th March, 89 with the initiative of Secretary, Education to mobilise and enlist the involvement and support of various cross sections of the society in NLM. Besides attending this meeting and also a meeting of creative thinkers and writers in the Office of Director State Resource Centre on 25th evening, I also undertook field visits to see for myself the pace and progress of implementation of NLM in the State. The following are the strength and weaknesses of the programme arising out of these impressions:

Strength

- The State Literacy Mission Authority had its first meeting under the chairmanship of the Chief Minister on 4-1-89. Apart from taking a number of important decisions and formulating two new schemes, the Authority reiterated its support to voluntary agencies and NGOs working for NLM.
- Four zona workshops to mobilise and involve voluntary agencies in NLM have been held. Like NFE, these workshops have helped in identifying a good number of voluntary agencies who are willing and committed to work for NLM.
- The Collector, Kalahandi took the initiative to organise a workshop for identification of dedicated grass root level voluntary workers for appointment of Preraks for the 49 JSNs sanctioned for Kalahandi district (which is educationally one of the most backward in the whole country).
- Three additional SAEPs have been sanctioned to make the total number of SAEPs 12. This is a welcome measure towards removal of disparity between IFLP and SAEP.
- The State Directorate of Adult Education has been strengthened to a good extent with induction of two Deputy Directors and four Assistant Directors.
- The Director, SRC has made some sincere efforts to involve creative thinkers and writers in preparation of a good number of teaching learning materials and materials on training.

Three of the field visits brought out of the following plus points in the programme:—

Plus Points

- The Village Panchayat and Panchayat Samiti had become fully aware of the need for and relevance of adult education for the growing illiterate village youths.
- There is community involvement in the programme. Many well to do families have made available a portion of their residential building for locating an Adult Education Centre.
- Fifty percent of the AECs are for women. They are manned by women instructors drawn from the local community.
- Separate AECs have been opened for members of SC in their respective bastis.
- Attendance of learners in many AECs is regular. Many women learners are showing lot of eagerness to learn.
- The instructor keeps a close watch on the pace and progress of the learners achieved from stage to stage. The progress in few cases appears to be good.

Weaknesses of the field programme

- The Instructors have not yet been trained.
- Though educationally qualified, the Instructors are shy, introvert and lack communication skills. They have not yet acquired the expertise to enable the adult learners and specially the women (who are generally shy, withdrawn and refuse to speak) to unfold themselves, to be articulate, to identify their own problems and find the solutions too. Adult Education for the masses will have no meaning until and unless this important object has been achieved.
- Though the Instructor had received the teaching learning materials (Primers, Exercise books, Charts etc.) from the project, all of them could not be seen in the Centre. Either they are with the Instructor at her residence or at the learners' residence. Either of the two contingencies is not desirable.
- The entire teaching learning methodology is alphabet oriented and hardly generates any interest among the learners. This is partly on account of the faulty manner in

which the teaching learning materials have been prepared and partly on account of lack of training.

- Harijans are not allowed to those AECs which are functioning in Bhagabat Gihars. Social discrimination based on casteism is still in vogue in most parts of Coastal Orissa which is atrocious and repulsive to civilised human conscience.
- Adult Education is still being viewed in isolation (despite the clear observations made in my first report dated 1-9-9-1988) and there is no integration with any other development programme. Developmental functionaries of other Departments such as Agriculture, Animal Husbandry, Health and Family Welfare, Community Development and Nutrition, Forest, Fisheries, Science, Technology & Environment hardly evince any interest in adult education programme. There are about 5 to 6 such functionaries in a village but they neither visit the AECs nor take part in the orientation and training programme nor make available the development informational material. The AE Programme is being implemented in a vacuum.
- Primary school teachers are totally indifferent to the adult education programme. When requested by me to take up the programme during their spare time and make at least one learner literate, they did not evince any interest or exude any confidence about the outcome of such programmes. This is most disappointing particularly in view of the fact that the State Government have formulated a scheme at the macro level for involvement of the primary school teachers in consultation with the 'Teachers' Federation.

The following are other deficiencies and shortcomings in implementation of NLM for Orissa:—

Administrative Infrastructure

- No Executive Committee of the State Literacy Mission Authority has yet been constituted. As it is not possible for the Council of the State Literacy Mission Authority to meet every month, it is important that a separate Executive Committee of the SLMA is constituted which can meet every month or at least once in two months and take stocks of the pace and progress of the implementation of NLM.
- The Director, Adult Education has not yet been vested with the ex-officio secretarial status. He has also not been delegated with the administrative and financial powers to enable him to take decisions and to execute decisions with speed, economy and efficiency. The proposal is still awaiting the approval of the Govt.

- District level action plans (barring districts of Cutack and Kalahandi which are TD districts are yet to be prepared. On the basis of the district level action plan, a state level perspective plan is to be prepared. This is an imperative need and cannot be postponed any longer.
- Thirteen posts of DAEOs sanctioned by the State Govt are yet to be in position.
- Although the revised pattern on RILP has been adopted by the State Govt, the process of election of the additional 3 APOs per Project is yet to be completed.
- Contrary to my observations in the previous report, AECs under both RILP and SAEP are still being opened in February and March in the year instead of April and May. In other words, the performance of these AECs for one year is carried forward to the next year which creates problems in monitoring.
- One of the most disquieting features which was observed by me during my last visit was non-transfer of funds sanctioned by Govt. of India, by the State Govt to the project in time. Illustratively, funds sanctioned in May, 88 could not be transferred to the Projects till December, 88. This gives rise to delay in disbursement of salary, allowances and honorarium to the project staff, instructors and perks and adds to their demotivation.

Academic & Technical Resource Support

- The old teaching learning materials designed by Udal Navjivan Mandli, Angu which smacked too much of traditionalism and alphabetisation in the past continue to be followed in the Adult Education Centres even now. There has been a tendency in these primers to extol virtues and to teach things in a traditional and orthodox fashion. Besides, most of the illustrations in the existing primers have been heavily borrowed from the coastal belt. Illustratively, picturisation of a coconut which is grown in the coastal areas and which will have no meaning and relevance in the tribal areas, forest areas, drought prone areas has been used again and again in the primer. Similarly, flora and fauna of the coastal areas have been given pre-eminence in the list of illustrations. This is in sharp contrast to the quality of teaching learning materials developed by the another voluntary agency named 'Viswa' of Shri A. V. Swamy one of the pioneer of adult education in the State.

The content of science education and environment education appears to be superfluous. Illustratively, pollution has been illustrated by referring to noise pollution which in the quiet and unfrequented rural areas of the State would hardly evoke any response.

Instead, environment pollution could have been illustrated by showing the degradation of environment due to illicit an indiscriminate felling of trees, clearance of hill tops on account of shifting cultivation, taken recourse to by members of the tribal community and absence of afforestation in the catchment areas of hydro-electric projects. Similarly, the illustrations relating to time topics of day to day relevance to the life of the adult learner like developing Kitchen garden (wherever homestead land is available) Solar Energy, Gas, Re-cycling of waste could have enriched the content of science education.

In the new Director, SRC (Prof S. C. Das was appointed in July, 88), we have an academician of long standing and experience, who as the Director, SCERT, had designed a number of well visualised and illustrated teaching learning materials for children of the school system. Unfortunately, however, he has been greatly handicapped by unimaginative and cumbersome bureaucratic procedures which has resulted in delay of more than 6 months in filling up all the 22 positions mentioned by Govt. of India for the SRC and also in preparation of teaching learning materials including bilingual primers, training modules and conducting of actual training programme. The following are some of the specific deficiencies observed by me in the teaching learning materials produced by the SRC so far.

Mass Programme of Functional Literacy

The literacy primer for Mass Programme of Functional Literacy is not yet ready and the literacy primer is deficient in the following aspects:—

- 1) The illustrations pertaining to food, dress, customs of the people are heavily weighed in favor of coastal areas.
- 2) Certain specific aspects relating to measurement of cart work relevant in transport and test calculations, mode of calculation of interest on loans, debts/advances, transactions which are carried out in tribal areas mostly in respect of minor forest produce are conspicuous by their absence in the literacy primer.

Training

The existing system of training leaves much to be desired. Not only there is a heavy backlog of training but the training itself is not participative.

Post Literacy / Continuing Education Materials

The SRC has designed 15 titles for the co-operatives which are yet to be published and distributed amongst the JSNs. A large number of titles need to be designed and this will be possible only by organising workshops of creative thinkers, writers and artists. No time table for organising such workshops during 1989-90 has yet been prepared.

Not a single material has been designed on legal literacy (tenancy laws, social welfare laws, labour welfare legislation) and programme literacy (IRD, NREP, RLEGP, TRYSEM, DWCRA, ICDS, Special component plan for development of SC, Tribal sub-plan, Modified Area Development Programme, Tribal Development Co-operative Corporation (TDCC), Large Scale Multi Purpose agricultural co-operative societies (LAMP), Integrated Tribal Development Agency (ITDA) etc.

Bilingual Bilingual Primers

Although the Director, SRC has constituted a Consultative Committee on curriculum and publications and to develop the mechanism for designing bilingual primers, except identifying 5 tribal languages/dialects, not enough work has been done in the following areas:—

- (a) Identification and collection of key words used in the tribal language/dialect.
- (b) Deputing teams of people along with a photographer and artist to the tribal areas to collect the key-words as also the information on food, dress, manners, customs of the tribal people.
- (c) Analysing them in a workshop of creative thinkers, writers and artists.
- (d) Publishing a directory of such creative thinkers, writers and artists.
- (e) Drawing up a phased time bound programme for the entire process.

Post Literacy / Continuing Education

As against 603 JSNs sanctioned so far, hardly 100 JSNs have been operationalised. There has been inordinate delay in selection of pre-raks, organising training of pre-raks, procurement of materials for JSNs and conducting activities in the JSNs according to the guidelines issued by the Govt. of India.

Media / Radio / Coverage and Support

The State as a whole has a very rich folk culture and tradition. There are a good number of Opera parties and a number of playwrights and artists. While the Playwrights could compose plays on literacy and artists could compose literacy songs, Opera parties could present performances which could provide an emotive urge to the people to be literate. Despite specific observations made in my report of December, 88, no action has been taken to mobilise them for literacy action.

There are a good number of local dailies with wide circulation. None of them has

Improvement in procedure for sanction and release of funds to the projects

- Funds sanctioned by Govt of India under different centrally sponsored schemes (R.F.P. JSN, Strengthening the administration of AE at state and district level) should not remain locked up in the consolidated fund of the State but should find their way to the projects within one month of central sanction.
- To ensure that there is no avoidable delay in disbursement of salary allowances and honoraria to instructors, praks and project staff every project office should open bank accounts so that the administration of the project could be carried smoothly.
- The requirement of funds for every project should be planned sufficiently in advance and the requisition for funds should be sent to the Govt. of India in the beginning of every year along with a statement of utilisation of funds sanctioned and released in the previous year.
- The State Mission Director should closely monitor the pace and progress of expenditure of every project and transmit a statement of such expenditure to Govt. of India for record.

Academic & Technical Resource Support

- Steps should be taken to review the old literacy primer and bring out a new set of teaching learning material through a participative process by organising workshops of creative thinkers, writers and artists. Such workshops should not be held at Bhubaneswar but by going down to the field so that learners could be fully and intimately involved with the process and the field testing could be done without difficulty.
- The literacy and numeracy primer should be as representative as possible and should preferably incorporate subjects relating to flora and fauna, food, dress and customs of the people all over the state and specially of tribal and backward areas (instead of reflecting the food, dress and customs of only one area as at present).
- Special care may be taken to highlight issues like land alienation, occupancy rights of ryots (tiller of the soil, minimum wage relevant for landless agricultural labourers, collectors of minor forest produce and other swathed sectors of employment), dangers of and alternative to shifting cultivation and such other issues which are relevant to members of ST community.
- It should be clearly remembered that literature on adult literacy and the actual teaching learning process should not begin with alphabets. The methodology which is being

followed at present should be completely changed to an innovative method based more on discussion, inter-action and participation than on a mechanical and soulless process of learning alphabets.

- The backlog in training should be identified and made good as early as possible in a phased manner.
- Instead of training the instructors by the Project officials such as POs, APOs and supervisors, the State Govt. should identify a number of resource persons from out of the Teachers' Training Colleges, Secondary and Higher Secondary Institutions, have them trained as trainers by the SRC and other training institutions and organise training of instructors in a phased manner with the help of these trainers.

Bilingual Primers

- Considering the fact that there are 37 languages/dialects spoken by large groups of people belonging to the ST community and also considering the fact that the task of production of teaching learning materials in these languages/dialects has been neglected for several years, the Director, SRC should proceed systematically and scientifically with the process [as indicated from (a) to (e) at page 7-8] and complete it by close of May, 89.
- In the entire process of designing and producing bilingual materials, our approach should be to go down to the field, stay with the people for a minimum period of one week, learn and understand their language, dialect, food, dress, customs, manners etc. and identify ourselves with their felt needs and preferences so that what-ever material is designed and produced is totally acceptable to the people.

Post-Literacy & Continuing Education

- The entire process of location of JSN, selection and training of prak, procurement of materials etc. should be completed as early as possible and not later than 30th April, 89.
- In view of the absence of an organised network of libraries in rural areas in the State, so crucial to post literacy and continuing education, the State Govt. should think of enacting a legislation (as in the case of Tamil Nadu, Kerala, Karnataka, Andhra Pradesh and West Bengal) so that a chain of public libraries in rural areas can be started.
- Simultaneously, the State Govt. should issue formal orders/instructions to all Universities, colleges and other local self governing bodies for making available the college, school and other public libraries, wherever

they exist, to the neo-literates so that the latter could come and spend some time in these libraries to read books, journals, newspapers, to meet people and interact with them. The State Govt. should gradually build up a network of JSNs for the 33600 AECs under the 12 SAEPs by sanctioning funds from the State Plan Outlay.

- The SRC should seriously consider to bring out a newspaper for the neo-literates like the Bengal Social Services League. It should be about 2 pages, inexpensive and written in simple Oriya so as to make it intelligible to all sections of the neo-literates.

Conducting the Adult Education Programme

- All charts, posters and illustrated calendars supplied by the SRC to the Projects and by the latter to the AECs should be displayed in and made full use in the AECs. They should not be kept with the instructors at their residence.
- To supplement the instructional material, the SRC should have a number of literacy songs and plays audio cassetted and have these cassettes distributed to all the AECs. This will make the entire teaching learning process more lively and attractive.
- Functionaries of other development departments have their pre-occupations and priorities. Many of them might not have properly understood the relevance of literacy while many others may have reservations. Some may be suffering from an insular attitude or departmental ego. Instead of resting content with issue of instructions at the higher level, it will be desirable if adult education functionaries right from the Secretary and Director to the level of DAEO, P.O., A.P.O., Preraks and Instructor, meet these functionaries at person to person level and solicit their involvement and co-operation through:
 - exchange of information.
 - exchange of training.
 - exchange of visits.

Mass Programme of Functional Literacy

- Education Secretary being the Chairman of the Steering Committee for NSS should convene meetings every month to take stock of the developments with the Programme Coordinators of the 5 Universities of the State.
- It should be ensured that all the kits produced and supplied to the Universities are made full use of.
- Action Plan for involvement of principal management and staff in all the districts and

subjail of the state, ex-servicemen nationalised banks, Khadi and Village Industries Board, co-operatives, urban and rural local bodies should be formulated without further delay.

Conclusion

- According to a statistical and trend analysis, Orissa has, as on 1-4-88 46.29 lakh illiterates in 15-35 age group. At the present rate of attainment of literacy status for about 1 lakh persons per annum, it would take not less than 23 years before we could think of complete eradication of illiteracy. The State has 314 blocks and 51,000 villages an approximately 1/6th of the blocks could be said to have been covered by the centre based programme. The State Govt. has submitted two proposals for covering the uncovered area as below:—

(a) Involvement of Primary School Teachers

It has been proposed that 1,000 primary school teachers would be deployed to work in 10,00 villages and would be made responsible for making 5 adults literate on payment of an honorarium of Rs. 60/- per head. The plan is proposed to cover 25% of the total number of GP: (10000) by 1989.

- (b) It has been further proposed that the 9000 AECs in the State (under RFLP and SAEP) would be manned by 9000 trained teachers (B. Ed and CT) and each instructor would run a centre in 2 shifts and would make 60 learners literate for which he/she will be paid Rs. 6000/- per annum or Rs. 50/- per month as against Rs. 100/- which is being paid to instructors at present. At the rate of 60 neo-literates per year per centre, the coverage in respect of 9000 AECs would be 5,40,000 per annum.

The above two proposals being different from the traditional centre based programme, they will have to be placed before the Executive Committee for approval. But even when both the proposals are pressed into operation, they will not bring about complete eradication of illiteracy. They will undoubtedly provide a fillip to the process. The only way by which we could make a significant headway in the illiteracy eradication drive is by way of mobilising all students (in the universities, colleges and schools alike) on the one hand and non-student educated youth volunteers under the umbrella of various voluntary organisations on the other. Such a mass mobilisation has not begun in Orissa (the way it has begun in Gujarat or Kerala or Karnataka). A mass mobilisation is possible only when there is an awakening amongst all political parties, trade unions and NGOs about the need for such mobilisation for literacy. Today, unfortunately, there is more aversion or indifference to literacy than any commitment as far as political

parties are concerned. On the contrary, many of them perceive (though without reason) in the Voluntary Agencies and Social Action groups a threat to their own popularity and survival. This over the years could snowball into a major problem. As far as trade unions are concerned, (as the meeting on 25th proved), most of them are urban based, are largely ignorant of National Literacy Mission, its scope, content, objective, strategy and methodology and their preferences would lie elsewhere. A much

larger conference of trade unions and political party workers' conference will have to be organised for the sake of effective delivery of the message of National Literacy Mission. A sincere effort will have to be made to bring them closer to the Mission and to remove various misconceptions and diehard ideas from their minds. An appeal could possibly be issued by the Chief Minister (who heads the State Literacy Mission Authority Council) to enlist their involvement and support to the Mission.

TOUR IMPRESSIONS ON VISIT TO ORISSA FROM 13TH TO 17TH OCTOBER, 1989 FOR (4TH) REVIEW OF THE PACE AND PROGRESS OF IMPLEMENTATION OF NATIONAL LITERACY MISSION

I had visited Orissa in September 1988, December 1988 and March 1989 for an indepth review of the pace and progress of implementation of NLM. In course of these reviews, I had the occasion to share lot of information on some of the major events taking place in other parts of the country, like Gujarat, Karnataka, Kerala, Maharashtra, Rajasthan etc. with the Education Secretary and Director, Adult Education, Government of Orissa. I visited Orissa for the 4th time and had a close look at the present status of the NLM. The following are some of the important plus points emanating from this review.

Plus Points

The Council of the State Literacy Mission Authority (SLMA) had its first meeting in January 1989 under the chairmanship of the Chief Minister and had a very general discussion on the status of the Literacy Mission in Orissa. The Executive Committee of the SLMA met for the first time on 23-9-89 and has taken several important decisions which will have a major bearing on the health of the Mission in the State. These are :

- Funds released by the Government of India get credited into the consolidated fund of the State and are released from the consolidated fund to the projects through the Director, Adult Education and State Literacy Mission Director. Invariably, there was delay and difficulty in smooth flow of funds to the projects. The Executive Committee of the SLMA decided to constitute a Committee consisting of representatives of Planning, Finance and Education Departments which will scrutinise all proposals for sanction and release of funds. This will obviate the need for formal reference to Planning and Finance Departments for sanction and release of funds in each and every case.
- Hitherto, the Director was the sole authority to assess and report on the evaluation of the learning outcome in respect of RFLP and SAEP Projects. With a view to imparting some element of objectivity into this process, a decision was taken in the meeting of the Executive Committee to involve Headmasters and Headmistresses and teachers of all ME, Secondary and Senior Secondary Schools. Detailed guidelines for this purpose have been designed by the SRC, Bhubaneswar and detailed instructions have been issued by the Director, Adult Education to Headmasters and teachers of as many as 4000 schools to secure their total involvement in the evaluation process.

— Hitherto, involvement of students in NLM was confined to NSS, Non-NSS and NCC at the university and college level. According to the latest decision of the State Government, this involvement has been extended to students studying in Class IX and X in the following manner :—

* Imparting of literacy by student of Class IX and X will be an integral part of the curriculum of SUPW (Socially Useful Productive Work).

A student of Class IX will not be able to appear in Class X exam until and unless, he/she is succeeded in making at least one person literate.

- In pursuance of the above decision, the Board of Secondary Education has already been directed to prepare a suitable curriculum and this work is being finalised. Director, Adult Education has already issued instructions to the Headmasters and Headmistresses of nearly 4000 high schools to ensure smooth implementation of the Government decision.
- As a part of strengthening the administration of Adult Education at the district level, 13 posts of DAEOs with supporting staff have been created and the posts have been filled-up. The DAEO will be the chief coordinator of the adult literacy programme amongst different agencies operating in the district.

Steps taken to bring about a qualitative change and improvement in administration of Adult Education in general and in project management in particular.

- The headquarters of the project was located hitherto either at the district or at the subdivisional level and it was far away from the operational area. A decision has now been taken to shift the headquarters of the project to the Block headquarters or to a location which will be central to the area of operation. The decision has already been implemented in respect of 9 on-going RFLPs and 6 on-going SAEPs and 3 new projects at Kendrapara, Khariar and Adhgarh. This will also shortly be implemented in respect of 3 more new projects i.e. Athgarh, Narla and Soan (new projects which have not yet been made operational).
- Bank accounts have been opened for disbursement of all payments to Instructors,

Preraks APOs etc. The PO will be the drawing and disbursing officer and will operate the bank account at all places except those places where the PO's conduct has been held objectionable. In those places, the DAEO will be the drawing and disbursing officer and will operate the bank account. This has greatly helped in timely disbursement of honorarium to the field staff.

- Hitherto, all purchases (teaching learning materials for basic and post literacy stage and teaching aids) were being made by the Directorate of Adult Education. This was a cumbersome process and caused lot of delay. This will now be decided by a committee at the District level with the Collector as the chairman. Additionally, the Instructors have been delegated with powers for purchase of slate, pencils and kerosene oil from out of a permanent advance which has been placed at their disposal. The permanent advance will be replenished by the PO or the DAEO as the case may be.
- Hitherto, there was no thinking in terms of whole village literacy or whole area literacy. This approach has now been adopted in all the areas where the projects are located. To start with, 71 Blocks in all the 13 districts have been identified for the purpose of complete eradication of illiteracy. These have been selected on the basis of the existing area of operation. Micro planning at the village, GP and block level has already been completed in respect of 25 Blocks and micro plans distributed amongst the field functionaries. The Micro-plans of the remaining Blocks are in different stages for finalisation.
- As an integral part of preparation of these micro level plans, a door to door survey was conducted in 1000 GPs in these 71 Blocks during November 1988. This was immediately after the joining of the present Director, Adult Education. The survey covered the following components :—
 - The number of illiterates in different age-groups.
 - The educational institutions available in the Block.
 - The voluntary organisations/voluntary groups of people and volunteers available in the Block or GP or Village.
 - Functionality of the identified illiterate clientele in terms of occupation.
 - Demographic profile of the clientele surveyed covering a number of ethnic groups, languages spoken etc.
 - Space/accommodation available for AEC and JSN in different villages.

- Communication and transport facilities available.
- Selection of a central place where the project could be located.

In course of the survey, 9,75,000 illiterates in the 15-35 age group have been identified. The Director, AE, indicated that they are going to utilise the survey reports in the following manner :—

- Preparation of micro level plans in respect of 30 out of 71 Blocks has already been completed.
- Location of AEC, by way of suitable re-adjustment of the area of operation on the basis of survey reports, has been decided in such a manner that the whole village or Panchayat is made literate.
- Some voluntary agencies have been assigned such areas (either villages or cluster of villages or panchayats) which have not been covered in any RFLP/SAEP.
- The educational institutions and other NGOs have been tagged to such villages which have not been covered by any RFLP or SAEP or by any other Voluntary agency.

The following steps have been taken to democratise the entire process of selection and training of functionaries as also for better supervision :—

- The Sarpanches have been involved in selection of places where AEC and JSN are to be opened as also in selection of Instructors and Preraks in respect of those AECs & JSNs which started functioning during February/March, 1989. This involvement has given an impetus to selection of the functionaries of right calibre and quality. This also helped in creating new environment for literacy in the panchayat area.
- All Instructors selected are local persons i.e. from within the same village.
- Sarpanches and Ward Members have been requested to visit Adult Education Centres as frequently as possible to ensure smooth implementation of the programme.
- Meetings of the field officers have been held with the panchayat samiti chairman on the chair and the Sarpanches being present.

The following specific steps have been taken for building a positive environment for literacy in the project areas :—

- Literacy Jathas have been taken out in all the 71 operating Blocks. The SRC has contributed at the rate of Rs. 2,000/- per district for this purpose. The Jathas comprised of MPFL volunteers, Sarpanches, students, youth, women learners and neo-literates etc.

- Wall-writing has been taken up in all the households of the 71 Blocks with the help of perforated tin plates.
- A workshop was held in September 1989 to harness both the traditional and non-traditional media. In all, about 12 traditional media personnel, representing Palla, Daske-thia, Ghodanach etc., were involved.
- A booklet captioned "Jan Yatra" has been brought out by the SRC, which has a primary rendering of folk songs and folk tales composed by one Shri Dambaradas Parida, which is being used at the time of Literacy Jathas.
- The Director, DAE has demiofficially addressed all the DAEOs on the eve of the International Literacy Day to take keen personal interest in celebration of the International Literacy Day in a befitting manner.
- The Director, DAE has also addressed demiofficially Headmasters and Headmistresses of nearly 4000 schools regarding identification of teachers and students with the right calibre, motivation, insight and approach for their involvement in the Mass Programme of functional Literacy (MPFL). Prompt, positive and encouraging response has been received from the Headmasters of many schools.
- The Director, DAE has also addressed 1,000 trade unions about the need for making their members literate by (a) conducting a survey; (b) identifying volunteers; and (c) identify requirement of literacy kits. 12 trade unions have come forward with a positive response and 3,345 literacy kits have been supplied to them.
- The wife of Managing Director, Rourkela Steel Plant has evinced lot of interest in making 6,000 workers out of 40,000 workers functionally literate. The number has been identified after conducting a door to door survey. Steps have been taken to arrange the required number of literacy kits in both Oriya and Hindi. The volunteers identified for this purpose have been trained by the SRC at Rourkela.
- So far 16,900 literacy kits have been supplied to 57 youth clubs who have shown lot of energy, initiative and interest to work for literacy.
- Rotary Club Bhubaneswar has been assigned two villages near Bhubaneswar for complete eradication of illiteracy. Required number of literacy kits have been distributed and the work of imparting literacy through a voluntary approach has started in earnest. Kalta Iron-Ore Mine Owners' Association, through their educational, social, cultural and environmental society at Kalta have

come forward to work for eradication of illiteracy from their area.

- Several other NGOs like Bihar Sevak Samaj have taken up volunteer based programme. They have been supplied 15,393 literacy kits in Cuttack and Puri districts and they have started their work in earnest with a view to making the adult illiterates literate during one year.

Involvement of Voluntary Agencies

- A Committee has been formed at the State level to process applications of voluntary agencies and this Committee meets once a week for screening the applications of good and reliable voluntary agencies who are willing to work for the cause of adult education.
- Four workshops have so far been organised to mobilise and enlist the involvement and support of VAs, the details of which are given below:—

* Workshop held at Bhubaneswar on 31-12-88 involving VAs operating at Puri, Cuttack, Ganjam and Dhenkanal districts. In all 108 Voluntary Agencies participated.

* Workshop held at Bargarh on 1st and 2nd Feb., 1989 in which 47 VAs of Mayurbhanj, Keorigha and Balasore districts participated.

* Workshop held at Berhampur on 10-6-89 in which 45 VAs operating in Ganjam, Phulbani and Koraput districts participated.

* Workshop held at Berhampur on 7-4-89 in which 41 VAs of Kalahandi, Balangir, Sambalpur and Sundargarh districts participated.

The outcome of these workshops has been rewarding. As against the involvement of 14 VAs in 1987-88 and 21 in 1988-89 proposals from 114 VAs with 4180 AECs have been recommended to the Government of India by the State Government. In order to ensure that only good and reliable VAs truly committed to adult education and desirous of taking up projects for complete eradication of illiteracy are identified, the proposals are required to be thoroughly screened by a small committee consisting of Education Secretary, Government of Orissa, Shri A. V. Swamy of VISWAS Khariar Road, DG (NLM) and State Literacy Mission Director.

MPFL—the new experiment in Dhenkanal District

With the initiative and under the overall direction and supervision of Sri Rudranarayan Misra, formerly Circle Inspector of Schools and now DAEO, Dhenkanal, a new experiment in the Mass Programme of Functional Literacy has been launched in Hindol Sub-division of Dhenkanal district. This is one of the smallest sub-divisions of the State having only one Panchayat Samiti and 21 Gram Panchayats. The Panchayat Samiti has a total population of 1,41,139.

There are in all 22,831 illiterate persons in 15-35 age group against which there are 30,561 literates. The number of female adult illiterates is more than their male counterparts except in one GP. It is heartening to note that the literates outnumber the illiterates by 7730 and the number of male literates is nearly twice the number of their female counterpart. Even the literate females of general category outnumber the illiterates of the same category by 1669. But the number of literate females of SC (1682) and ST (525) categories is much less in comparison with their illiterate friends of the same category. This is indicative of the fact that the members of the SC & ST community have not been benefited much from the educational expansion which has taken place in this Sub-division/Panchayat Samiti (which is covered by Operation Blackboard). The modalities of operation have been as indicated below:—

- Identify the number of illiterate adults by conducting a door to door survey by the Primary School teachers.
- Identify the teachers/educated persons of the locality who are willing to act as volunteers to impart literacy to the adult learners of their locality according to the convenience of the learners.
- Forge a link between these volunteers and illiterate adults.
- Fix up the primary school building in the same village or in the neighbouring village where the actual imparting of literacy can take place by availing of the infrastructure i.e. blackboard, chalk, duster in the school and with the help of the literacy kits supplied by the State Resource Centre.
- In case some learners are left out after tagging and no extra volunteers are available, they (the left-out learners) will be covered by the same teachers/volunteers in the second/third/fourth round.
- In such habitations where no primary school building or no common place of gathering is available, the teaching work has to be carried on at the residence of persons willing to spare a room for one to two hours every night. In such cases, the number of learners will necessarily have to be restricted (due to dearth of space) to 3—5 learners or such number as can be conveniently accommodated.
- The female adult illiterates being more than their male counterpart and the number of lady teachers/volunteers being less, possibility of bringing husband/wife together to a male teacher/volunteer will be explored. If this does not work, female adult illiterates will be covered phase by phase by the available and willing lady volunteers.
- As a last resort, each lady neo-literate with suitable motivation and orientation will be utilised to impart literacy after some time

(when she herself has reached some minimal level of literacy and numeracy) on the principle of "Each One Teach One".

- In forest areas where the inhabitants depend for their livelihood on collection of minor forest produce and still live under conditions of abject poverty (they barely manage with a loin cloth and their children mostly go naked), the planning would include provision of clothing for such people (such an incentive has already been provided in Barmer district of Rajasthan).
- As soon as a GP becomes fully literate, a Jana Shikshan Nilayam will be planned to be set up with all facilities for post literacy and continuing education.
- Utmost effort will be made to co-relate the learning of the small and marginal farmers, the rural artisans and the landless agricultural labourers to their profession so that learning becomes a source of pleasure and motivation.
- The entire programme will be preceded by a brief orientation and training of the teachers/volunteers and master trainers in small groups.
- Each GP will be taken as the principal operational unit. The entire process will be overseen by a Committee to be constituted with the Sarpanch, Headmasters of the local High, ME, Upgraded ME and Primary Schools, the local Sub-Inspector of Schools and one elected member from each village Committee. The meeting of the Committee is to be convened by the Headmaster of the High School in the GP or by the senior Headmaster if there are more than one high school. In addition to electing the President and Secretary in the first meeting of the Committee, 2 Sub-Committees, one for planning and another for monitoring will be formed to finalise the tagging of adult illiterates with willing teachers/volunteers and to oversee their work. The Planning sub-committee will merge with the monitoring sub-committee for more effective and frequent supervision. After the work has been in progress for two months, an evaluation sub-committee comprising of the Headmaster, senior and experienced teachers of high schools and the Headmasters of ME and Upgraded ME Schools of the GP will be formed who will go for evaluating the progress of the adult learners at different stages and to render necessary guidance to the teachers to improve the style of imparting literacy wherever necessary.
- There will also be a block level committee to review the performance of different GPs. The committee will meet in the first week of the month succeeding the one for which the review is made.

— The Sub-Collector, the Block Development Officer, the Sub-Inspector of Schools, the Social Education Organiser and the Dy. Inspector of Schools of the area will make as frequent visit to the centres of AE learning to share with the Instructors and learners their experience and to motivate them by their visits.

Visit to Kadala, which is a small hamlet and is the headquarters of Kadala GP, alongwith the Director-AE, Director—SRC and the DAEO Dhenkanal (Sri R. N. Mishra) revealed several interesting and striking features of this innovative experiment. Out of a total population of 5700, 651 (both men and women) in 15-35 age group have been identified through an intensive door to door survey to be illiterate. Majority of them belong to the SC Community. The survey also identified a core group of 15 literate persons who are willing to work as volunteers to impart literacy to those unfortunate fellow beings who are in need of literacy, who have been deprived of the opportunity of learning and yet being simple and guideless have not been able to articulate their demand for literacy. After identifying the illiterate adults and the literate volunteers, a sincere attempt has been made to forge a link between them. In the first phase, 225 illiterate adults have been placed in charge of 15 literate volunteers i.e. at the rate of 15 : 1 and those who have been left out will be taken up in the second phase.

The experiment is not based exactly on the model of "Each One Teach One" nor is it a replica of the traditional centre based programme. It is a combination of both and something more. In the conventional centre based programme, one Instructor is placed in charge of 30 adult learners in a totally open and informal classroom environment where he/she is paid an honorarium of Rs. 100/- per month. All other teaching learning materials, teaching aids, lantern, kerosene oil (in respect of unelectrified villages) are supplied by the agency which implemented the programme. This makes the programme too formal and injects an element of outside control.

Not so is the case with the experiment we saw at Kadala village. There is an Instructor who is not very much different from the learners (except that he/she is literate) but who is not paid any honorarium unlike the conventional centre based programme of RFP and SAEP. It is totally voluntary. Literacy Kits (inexpensive) have been supplied free of cost by the SRC but the teaching aids such as blackboard, chalk etc. which are used in the primary school have been made available to the volunteers free of cost. The most striking feature of the experiment is the motivation of the volunteer as also that of the learners. In so far as the volunteers are concerned, the motivation has come partly out of the literate family environment but primarily out of a genuine urge from within to share with others a portion of the knowledge and skill possessed and a natural desire to serve. Dialogue with one volunteer—Sri Akshaya Kumar Nath, a young commerce graduate of the village shared that he has been spurred or motivated to action by the literate environment in the family. His father is a teacher and his brothers are educated. He is fairly

well off economically and is not prompted by any desire to crave for a white collar employment. But more than anything else, he has been naturally and spontaneously motivated to selfless voluntary work for the community—a work which he considers to be socially desirable. The motivation of the learners has come partly out of the personality of the teacher but primarily out of a genuine desire to change their destiny through literacy. This motivation increases as they are able to perceive the benefits of learning from stage to stage. The volunteer helps them in this process to a large extent. As they progress in learning, they discover a new animation, a new ray of light, a new vista of experience. Group learning enables them to learn in a rhythm. It enables them to share their day to day experience, thoughts and ideas in an informal setting. It is this dynamics of group interaction under the able guidance of a volunteer who is one among them, who lives and works with them and who has been actuated to render the service not out of any selfish desire, but out of a genuine concern to change their destiny which makes the experiment most rewarding.

Behind this entire innovative experiment is one Sr. R. N. Mishra former Circle Inspector of Schools and now the DAEO, Dhenkanal. He has conceived, planned, structured and given the shape, meaning and direction to this experiment. It may be pertinent to mention that during his long and eventful career both as a teacher as well as an educational administrator spanning over 4 decades, he had the occasion to pioneer several new experiments in the field of education. In course of all these experiments, he has demonstrated that honest and dedicated efforts never go without tangible results and that lack of sincere and diligent efforts are responsible for most of our problems. His experiments are born partly out of a genuine desire to do good to others and also partly out of the conviction that despite several limitations and constraints, there is always scope for correction, improvement and redemption and that good and sincere efforts do not encounter any serious impediment"

"न हि कल्याणकृत् कश्चित् दुर्गतिं तात गच्छति"

The experiment in Hindol sub-division launched by Sri Mishra is indicative of several hard facts; it could be a trend or pace setter of several such exciting and interesting experiments in the field of adult learning. To start with, the whole experiment is based on the robust optimism of its planner that illiteracy is not a fatality; it is fully curable and correctable. A person is illiterate not on account of ones own making or volition but on account of certain social and economic compulsions. This needs to be understood with empathy and sensitivity. Secondly, our failure to eradicate illiteracy which the Father of the Nation had once called "India's sin and shame" has led to lot of disbelief and diffidence, doubts and reservations if literacy is at all achievable. The present experiment dispels all such wrong notions and disbeliefs. Thirdly, and it is a very encouraging indication that when people are motivated to feel that adult literacy is their programme meant for their own benefit and should, therefore, be accomplished by them, literacy promotion efforts become a people's movement where people can

make this otherwise impossible task possible. Fourthly, it has removed the wrong notion that the efficacy of the principle "Each One Teach One" is open to doubt in rural areas. It has gone several steps further and demonstrated to the outside world that each one is capable of imparting literacy to much more than one (as propounded by Father Laubach in 1937) and that it could easily go up to 15, 20 and 30. The present experiment has shown that where suitable infrastructure and volunteers are available and the volunteer is acceptable to the village community, it should be possible to achieve the objective of a much wider coverage than five as contemplated under the conventional "Each One Teach One".

The most perceptible impact of the Hindol experiment is proung self-image, self-confidence and self-efficacy of the people on the one hand and promoting social integration on the other. It is a delightful sight to see boys, girls and adults from different sections of the society coming together under the umbrella of an animator and learning the rudimentary things together. They forget their origin based on caste, community and religion and identify themselves with the interests of a group. Group learning unfolds before them a new world, hitherto unknown to them. This is the worldwide knowledge becomes a weapon, breaking the many barriers which divide humanity, removing idols, taloos and diehard obscurantist ideas which engulf and dissipate lives even now in the countryside and kindling the joy of discovery that "If I knew I can be on my own, If I do not know I have to be coerced and suffer silently".

State Resource Centre, Bhubaneswar

The SRC Bhubaneswar was established in 1987-88 but was operational in true sense of the term from 1988-89 (i.e. 1988 to be precise) only. During this short span of its existence, it has made rapid strides in the field of both material production as well as training. The performance of the SRC in the field of material production may be catalogued as below:—

Basic Literacy Material

- * Basic Literacy Primer (Our Story)
- * Basic Numeracy Primer (Our Accounts)
- * Basic Literacy in different dialects—our story (Sambalpur).
- * Bengali Primer I—Our story (first 28 lessons in Oriya, the dialect spoken by Kondh tribes of Phulbani and then switch over to Oriya through the remaining 10 lessons).
- * Bengali Primer II—Our story (first 25 lessons in Saura, the dialect spoken by the Sara tribes of Ganjam and then switch over to Oriya through remaining 7 lessons).
- * Teaching aid Our story contain 12 illustrations of the themes contained in the 29 lessons of the basic literacy primer.)
- * Teachers' guide (This is a guide for the instructors containing basic information about the background, objectives, strategy

and methodology of the National Literacy Mission, Literacy status of the state and different districts of Orissa, methodology of teaching an adult, basic approach to teaching, management of an adult education centre, how to ensure regular and timely attendance, records management, progressive absorption of the content and its retention, evaluation of learning outcome, innovation in teaching, unity in geographical, geophysical, topographical, social, economic and cultural diversity obtaining in different parts of the State and how to make use of it in enriching the teaching, how to take cognizance of different learning abilities and skills and provide different recipes conforming to the diversant skills etc.

* * Work Books—Exercise Book (a combined one for both literacy and numeracy intended to encourage the learner to intensively practice daily lessons.)

* * Charts (13 in number) well illustrated, highlighting the joy of creation through reading and writing, impact of reading and writing of parents, on enrolment of children in primary school, on generating an intensive awareness about the greatness of the country etc.

Post-Literacy & Continuing Education

The SRC has in all brought out about 25 materials encompassing a wide range of subjects:

- Precautions for safe motherhood.
- Plus points of breast-feeding.
- Immunisation and child care.
- Growth monitoring of children.
- Oral rehydration therapy.
- National Integration.
- Respect for all faiths.
- Equality of sexes.
- Dangers of denudation.
- Dangers of Indebtedness.
- Dangers of alcoholism.
- Basics of Science.
- Advantages of thrift.
- Balanced diet.
- Advantages of afforestation.
- Literacy—an antidote to Obscurantism.
- Literacy—an antidote to fundamentalism.
- Untouchability—a crime against humanity.
- Water is life—need for clean and potable water.
- Earth—our mother.
- History of mankind.

Additionally, the SRC has brought out the following reading materials for neo-literates :

- Jana Jeevan—a monthly wall paper.
- Our News—a monthly journal.
- Jana Chetna—a special issue brought out on the occasion of the World Literacy Day 1989.
- Slogan—Literacy Jatha—A compendium of Literacy slogans to be used at the time of taking out literacy jathas/caravans.
- Jana Shikshan Nilayam—a basic information guide on JSN.
- Jan Siksha Pai Janjatra (Literacy jathas for mass education).
- Mass Programme of Functional Literacy.
- National Literacy Mission.
- Role of Voluntary Agencies in National Literacy Mission.

A critical and objective evaluation of these materials by me brought out the following plus points and deficiencies :—

Plus Points

- * An attempt has been made for the first time to design primers in different dialects.
- * Within a very short time, the SRC has planned to bring out 5 bilingual primers (2 have been published and the remaining 3 will be published shortly).
- * In both the basic literacy as well as in Post Literacy & Continuing Education materials, a sincere attempt has been made to introduce key words used in a particular region and by different linguistic and ethnic groups.
- * The materials are well visualised and well-illustrated. The illustrations used in the materials about geography, topography, food, dress, manners, customs etc. closely correspond to the place, milieu and life style of people.
- * The sentences are short and simple. No sentence comes more than 8 words at a stretch.
- * Colloquialism has been the guiding principle in the content and style of presentation in all the publications. Several idioms and colloquial statements have lent a popular element to the publications.
- * Extensive use of dialogues in presentation of themes has imparted a lively character to the style of presentation, so also lyrics and one act play.
- * Some of the complex themes like need for and relevance of literacy, importance of small family norm, of thrift, importance of

personal and community hygiene, of cleanliness of oral rehydration therapy as a remedy against diarrhoea, of the need for clean and potable water, of the dignity of early motherhood, of the importance of immunisation, of the relevance of the message of 'all men and women are the children of God' presented through lyrics and plays evoke deep empathy and sensitivity to value systems and repulse against the fads, taboos, dogmas, diehard ideas and outdated practices prevailing in the society even now.

- * The materials are well printed in bold letters and are fairly inexpensive as the cost ranges between Rs. 2 to Rs. 5 per publication which is in conformity with the guidelines issued by the Govt. of India).

Minus Points

- * The content i.e. national integration, small family norm, equality of sexes and conservation of environment is repetitive in many publications. Such repetition could have been avoided.
- * The post literacy and continuing education materials should comprise history, civics, culture, biography, auto-biography, fiction, humour, story of freedom struggle, science, technology, agriculture, animal husbandry and veterinary, soil conservation, afforestation, health and family welfare, forest, fisheries, foodcraft etc. The materials designed so far centre round only few development areas such as health, family welfare, environment etc. There is need for developing more materials on history, civics, culture, biography, autobiography, freedom struggle, science, technology, to inculcate rational and scientific temper, education as a tool of liberation of people in general and of the deprived and disadvantaged in particular.
- * While wallpaper and journal brought out by the SRC on a monthly basis a good initiative and some of the issues (notably the one published in April-May '89) contain write-ups which are remarkable in their simplicity, lyrical presentation, human depth and animation and sensitivity, we need newspapers for the neo-literate on a weekly or fortnightly basis which could be short, simple, inexpensive and yet with reasonably bold print in the same fabric as "Chalti Jagat" brought out by the Bengal Social Service League. The SRC should plan to bring out such a newspaper for the neo-literate by studying the case of "Chalti Jagat". Alternatively, the State Education Department and the Directorate of Adult Education should approach the Editors of local dailies with a request to bring out special supplements of half a quarter page (in their dailies) once a week or fortnight with a view to exclusive catering to

the interests of neo-literates. It may be noted that a neo-literate is one who is on the threshold of literacy. He/she has acquired some level of literacy and numeracy and has established some access to the world of information, attitudes and skills but not the full access. He/she is in need of refining/sharpening the skills and their reinforcement. We have to handle his/her specific needs with lot of imagination and care. The material has to be simple, colloquial and yet relevant to the day to day need and not just for fun or entertainment. It has to be informative but cannot be loaded with too

much information beyond the limited absorptive and retentive capacity of the neo-literate. The SRC, Orissa which is still in its infancy has in a very short time and with the involvement of a team of creative thinkers, writers, linguists, anthropologists and artists succeeded in producing a host of such materials which broadly conform to the established principles of material production of neo-literates. With little more imaginative efforts, it should be possible to bring about a further qualitative change and improvement in the content and style of presentation of these materials.

IX
RAJASTHAN

TOUR IMPRESSIONS OF SHRI LAKSHMIDHAR MISHRA, JOINT SECRETARY (AE) AND DIRECTOR-GENERAL, NATIONAL LITERACY MISSION ON HIS 4TH DAY VISIT TO RAJASTHAN (30-9-88 TO 3-10-88) FOR AN INDEPTH REVIEW OF NATIONAL LITERACY MISSION

PART-I

“Listen, Listen O’ Brother
 Listen to the words of wisdom
 Learn these seven words of wisdom by heart
 And keep them always in mind
 O’Brother, Come and Listen
 Never, never be illiterate
 They are nowhere respected
 Therefore come and learn with me O’brother
 This is my first word of wisdom.
 O’Brother, Come and Listen
 With more children there will be more miseries
 And there will be less of education, clothings & bread
 Therefore let’s not have many children
 This is my second word of wisdom.
 O’Brother Come and Listen
 The third word of wisdom is
 That of not having the feasts after death
 People are selfish
 They enjoy and relish
 But you will be the loser
 Therefore, O’Brother
 Don’t be tied with this taboo any longer,
 O’Brother Come and Listen
 Look, Look at these small children
 They are robbed of their childhood
 And they are married when they are children
 Stop, stop this child marriage at once
 This is my fourth word of wisdom.
 O’Brother, Come and Listen
 The fifth is to fight against the caste and creed
 And live together like real brothers
 This would lead the country forward.
 O’ Brother, Come and Listen
 Please do not drink and don’t smoke
 This is injurious for your health
 And invites illness for everybody in your home
 This is my sixth word of wisdom

Please listen and avoid untimely death.
 (O” Brother Come and Listen
 The Seventh word of wisdom is
 A word against dowry
 Which is like a cancer and curse
 It for you and for your daughter
 Against this evil you must fight
 With all your might
 This is my seventh word of wisdom.
 (O”Brother Come and Listen
 I know it is not good to preach
 But you must learn to think for your life
 And I live and lead a simple life
 Says Sultana Jakhad.
 O’Brother Come and Listen”

This is the English translation of the impromptu rendering of a folk song in Marwari dialect carrying the essential theme of adult education based on awareness building and conscientisation presented to us on our visit to Jana Shikshan Nilayan, Ehad in Sikar district on 1st October 1988 evening. The song was composed and presented by Sri Sultana Jakhad, who is working as the Prerak in charge of ISN (Khud). It was a soul stirring portrayal of the psyche of the rural poor and their life style, how they run into indebtedness due to excessive spending on ‘Mrutuhoj’, how they are unable to reflect on the status of their being and on the existential reality of the situation in which they have been helplessly placed and how through new tools and techniques they can eventually liberate themselves from bundles of ads, taboos, diehard ideas to convert them from the status of half-beings or non-beings to full-beings. The song and the manner of its presentation were deeply moving. It was a scene of total identification of the artist with his art, of a grassroot level functionary with his clientele. He was simple and unassuming and yet represented something which is not easily attained—the capacity to bring oneself down to the level of others, identifying oneself with their joy and sorrow, laughter and tears.

II.

Jana Shikshan Nilayan is an institutionalised framework designed to create a learning society at the village

level. It also provides an outlet for harnessing the cultural energy and creativity of the people in rural areas. It is open to all sections of the village community and is intended to meet their day-to-day simple learning needs which could be related to information, skills, avenues of education, recreation and culture, games and sport, adventure, so on and so forth. It is expected to be the convergence of grassroots level development functionaries and much of the success of JSN would depend on the persuasiveness and skill with which the Perak is able to approach them, mobilise them and get them involved with its activities. It was heartening to note that there is no dearth of such functionaries in the JSNs of Rajasthan. In Suhlatanna Ram Jakhad we saw evidence of these qualities in abundant measure.

III

In terms of literacy, Sikar is one of the educationally most backward districts of Rajasthan and presents a very depressing scenario as far as adult literacy is concerned (of a total adult population of 4,14,917, as many as 2,71,880 are illiterates). The district has a predominantly feudal set-up and like the rest of the state has been plagued by many social evils such as sati, female infanticide, early childhood marriage etc. During the last one year, however, there is a perceptible change in the whole scenario of adult education programme in the district which is to be seen to be believed. The walls of Sikar town and adjoining villages are adorned with writings on adult education which are replete with deep meaning and which have really contributed to the environment building for adult education in the district. In a total, 500 Adult Education Centres are being run in the whole district (under both RFLP and SAEP) out of which 450 AECs are for women and are having women Instructors (representing 90% of the total number of functionaries). This could be a record for the whole country. This is all the more amazing given 2 counts namely (i) Sikar has a very low rate of female literacy and some extraordinary efforts had to be made to select these women Instructors, some of whom are graduates. Many of the women Instructors have volunteered to serve in areas where no facility is available and where none else was willing to serve (ii) Sikar has a predominantly stratified and hierarchical social order based on 'purdah' where women going out is even now considered to be a taboo 'they tend to get corrupted'. The freedom, spontaneity and ease with which women functionaries and women learners have now started identifying themselves with the programme is something unbelievable and yet true. Liberation from the purdah is no longer a myth but a reality. Thirdly, Sikar is the first district in the state where 25 JSNs have been established even before the receipt of formal sanction of the state govt. for setting up such JSNs. Fourthly, the willing cooperation of the panchayat and the village community as a whole has made this unique experiment possible and successful. The panchayat has contributed the building for JSN, free of charge people have donated books for national inter-rural reconstruction, value education, protection and conservation of environment and are wholeheartedly participating in the activities of JSN such as evening classes, for upgradation of skills, chara mandals, library-cum-reading room,

simple and short duration, training programmes, cultural and recreational activities, mass media through radio and television games, sports and adventurous activities have been launched and there is a wave of enthusiasm, mass mobilisation and support to these activities.

IV

The central figure behind these mobilisation and environment building efforts is one Smt. Taravati Bhadu, District Adult Education Officer, Sikar. She has perceived, conceptualised and executed with meticulous care all the adult education plans—be it teaching or learning, be it training or communication, be it media or arousing the consciousness of the people and infused a new life and vitality into them by her ingenuity, creative talent, resourcefulness and excellent organising ability. Every institution that she has built and nurtured bears the stamp of her imagination, innovativeness and unmistakable commitment. It is on account of her special personal efforts that women functionaries in such large number could be selected for both the AECs as well as the JSNs. The location of the JSNs has been selected by her in such manner that they meticulously conform to the norms laid down under NLM. It is on account of her persuasive skill that the panchayats have come forward in such large numbers to make available the panchayat buildings free of cost. She has taken the initiative of selection of the books for the JSN library which would conform to the felt needs, tastes and interests of the neoliterates. She has ensured that large number of such books come through public donation. She has taken the lead in organising literacy caravans for spreading the message of literacy. She has also taken the lead in organising a host of cultural and recreational activities through which she has created a new wave of awareness while silently propagating the message of literacy.

There are no holds barred for Mrs. Taravati Bhadu when it comes to mixing with people and mobilising them for literacy. She plays with them, sings with them, dances with them; she adores them and at the same time chastises them for their inaction, their fads and taboos. She is one with the Instructors, the Preraks, the learners and the entire village community with remarkable freedom and ease. Her identification with the people has invested her more with the halo of a representative of the people rather than with the aura of a govt. functionary. Her credibility and commitment are total.

V

There are many aspects about the Sikar experiment with adult literacy programme which make it worthy of emulation. There are 3 striking features of this experiment. These are (a) survey of villages where centres will be located (b) selection of Instructor and Prerak and (c) training of Instructor and Prerak. In regard to the first, there is no resistance from the village community to the survey rather full demand for it and wholehearted involvement with the process. Primarily, the survey is conducted by the Instructors

(working and not working), secondary school students and members of the Village Education Committee under the overall supervision of the DAEO and PO. The schedule of the survey is also fairly comprehensive and contains information practically on all aspects such as name of the head of the family, strength of family members, classification according to age group (0-5, 6-14, 15-34, 35 and above), total number of literates and illiterates which are relevant to the objectives of the survey. The surveyers do mention special aptitude, inclination, vocational skill amongst the family members but they do not include one important aspect which is relevant for adult literacy i.e. whether children in 6-14 age group are going to school and, if not, the reasons thereof.

The procedure for selection of adult education functionaries like the Instructor and the Prerak is, by and large, foolproof and participative too. Applications are invited by wide publicity in the villages and all applications are placed before the gram sabha at a specially convened meeting which is attended by (a) members of the Village Education Committee (b) members of the panchayat (including the sarpanch) and (c) headmaster of the village high school. The final selection is done by this collective body by taking the entire village community to confidence and the functionary is not imposed by the DAEO/PO. The same procedure is being followed for selection of Preraks as well.

The DAEO has designed a number of innovative steps for imparting training to the Instructors. Training is imparted by a close and free interaction with the Instructors and not by lecture method. The main training themes are :

- (i) Mobilisation of the learner.
- (ii) Motivation of learner.
- (iii) Environment building.
- (iv) Promoting general and social awareness of the evil practices (like sati, early marriage, female infanticide, *mrutyubhoj*) as also of the health, hygiene, sanitation, environment protection, etc.

The Instructor is told at the time of training to treat the learner with respect, dignity and equality and not from a position of superiority or strength. He/she is told as to how to motivate the learners by enquiring about their day-to-day problems, about health and happiness of the family and how adult literacy can help to solve some of these problems. This approach will undoubtedly establish a close rapport between the Instructor and the learner, apart from being a tool of motivation. After the Instructor has succeeded in motivating and bringing the learners to the centre, they are to be treated with the same respect and dignity as they were treated at the pre-literacy stage. The Instructor is also trained as to how to he/she should create an atmosphere in the Adult Education Centre which should be full of freedom to sing, to play, to recite and to draw sketches. The second aspect of an innovative training is to bring out the best of ingenuity, creativity and histrionic talent of the learner on the one hand and of the Instructor/Prerak on the other. Some of the learners, Instructors and Preraks may be first-rate

composers, singers, players, painters which might otherwise go unnoticed unless these talents are detected and brought to light in time. The DAEO herself is a creative artist and has to her credit a large number of compositions, pamphlets, innovative artwork. As a section of the office of the DAEO could be said to be a mini museum with a number of wall writings and paintings which are well visualised and well illustrated. She was found to be contributing her best to create similar artistic and creative environment in all the AECs and JSNs by motivating the Instructors and Preraks and injecting into them portions of her own artistic personality.

VI

साक्षरता गाँव गाँव

(A campaign for whole village literacy)

Rajasthan has 27 districts, 236 blocks, 29124 villages and a total adult population (1-3 age group) of 11,07,02,000 of which 69,39,000 are literates. In other words, an overwhelming percentage of the population (who are in an productive age group and whose contribution to the country's development is crucial) continue to be illiterates and do not have access through the print media to the wider world of information around them. There are large areas (too) which do not have any primary school and even in areas where such schools exist, children and particularly girls find it difficult to walk to reach the school because of the formidable distance of the school from the basti. The difficult geographical, geophysical and agro-climatic factors (which include lead to failure of monsoon, drought and scarcity conditions) sprawling desert areas spread over long distances and often inaccessible, the caste and feudal factor, poverty and landlessness of the rural population, insufficient number of women teachers and reluctance of teachers to work in farflung and inaccessible areas (which prompted the state Govt. of formula a new Shiksha Karmi scheme with CDD/DAA assistance) have all contributed to this unfortunate situation. An objective evaluation of the centre based approach for eradication of illiteracy in Rajasthan leads to the conclusion that due to a variety of reasons this approach did not give the desired results. Inadequate coverage of the state by adult education projects, scattered location of the centres, absence of specific efforts towards environment building and mobilisation could be listed as some of these factors. What was needed, therefore, was a concentrated approach (in sharp contrast to a scattered and widely diffused approach in relation to eradication of illiteracy from a village. Concentrated approach or effort would mean to treat the village as a basic unit, identify through survey the profiles of illiteracy (in relation to children not going to school, school dropouts and adult illiterates), draw up a plan of action and open primary schools (if there are no schools), nonformal education centres for school dropouts and adult education centres for adult illiterates. A minimum time schedule of 1 year and maximum of 2 years is laid down during which the village is to be made fully literate and only thereafter, the operation could be shifted to the

neighbouring village. The concept of whole village literacy owes its origin to the imagination and vision of Sri Rajit Singh Kumari, former Education Secretary, Govt of Rajasthan. He has felt and rightly so that opening one Adult Education Centre or couple of non-formal education centres in a village would not yield the desired results in arousing consciousness of imparting functional literacy to the rural poor to such an extent as it would yield if the whole village were made literate. The concept of all round development of the village could be easily tied up with the concept of cent per cent literacy for the village.

The programme of whole village literacy was launched in the village of Bharatpur district on 2nd October, 1981. In that year, thirty seven villages were selected for full literacy out of which the following 11 villages have achieved the desired goal

- Khud of Nagaur
- Gwari of Nagaur
- Daramgarh of Sikar
- Samoad of Ajmer
- Jaraj of Ajmer
- Baadarpur of Alwar
- Pahgon of Dholpur
- Sis of Bharatpur
- Prsul of Chittorgarh
- Kbmra of Banswara
- Kaimura of Jhunjhunu

The progress achieved in other 11 villages namely Reechnar (Udaipur), Chitari (Dungarpur), Badgaon (Sirohi), Bhan (Pali), Rajaur and Shvampura (S. Madhopur), Sheerla (Jodhpur), Harigarh and Rai-pur (Jhalwar), Talwas (Bundi) and Aicet (Barmer) has been slow and ranges between 12% and 92%. In the remaining 15 villages, the progress is very slow and local cooperation is still being sought to fight against the odds in the programme.

In 1981-82 thirty one villages have been selected and the whole village literacy programme is being implemented in them. The term of one year for them is going to end in October 1982 and the process of evaluation of the impact of the programme has been initiated. I myself participated in this process at village Khud on 1st October, 1982. This was an assembly of almost the whole village and there was a very interaction between the volunteers and learners through dialogue, song and role plays. In course of this interaction, it was observed that while learner are able to read and write, they have not acquired the desired level of speed as well as the confidence. Lot of follow-up was, therefore, needed for reinforcement of the learning skills.

The strategy of making a village fully literate has certain pre-requisites components. To start with, a survey is conducted to identify the illiterate population (in all age groups) with reference to their name, sex,

age, etc., etc. This is followed by formation of a Village Education Committee and opening of NFE and Adult Education Centres. In addition to these centres, the students of lower and higher secondary schools are fully involved in the literacy promotion work. The headmaster of the village school is a member of the VEC and is fully involved with the programme. Libraries and reading rooms of the village school are opened for the neoliterates. Representatives of all the development departments such as agriculture, horticulture, health and family welfare, social welfare, women and child development etc. participate in this important activity. Regular film shows on themes oriented to development are being arranged and supply of television sets to the centres (NFE and AE) by the Directorate of AE and NFE provides a powerful motivation to the learners to come to the centre in large numbers. The test which is conducted at the end of the course (1 year) is thorough and represents a collective and participative process. Members of the committee which includes the headmaster of the lower and higher secondary school divide themselves and go to each household to conduct the test for every adult learner. The evaluation is followed by a system of certification with equivalence of class III.

The volunteer students and the teachers involved in the whole village literacy programme are given certificates. Entries regarding the social service through MPFL are also made in the ACR of teachers and heads of institutions.

It was most encouraging to note that villages which have the distinction of acquiring the status of cent per cent literacy are encouraged further by way of incentives in the form of development grant for construction of buildings for schools or Jana Shiksha Niskilayams under the NREP or famine works run by the Govt. of Rajasthan. While the concept of whole village literacy owes its origin to the innovative idea of ex-Secretary Education, the present Education Secretary along with Director (AE) and Collectors of the districts concerned has shown utmost concern for the upliftment of these villages which have been made cent per cent literate. The incentive as above has been possible only because of this initiatives and special efforts. It was most heartening to note that all officials including the Secretary Education have been maintaining a live contact with the volunteers in these villages and have been spurring them to action.

The Director, Adult Education, Rajasthan, Sri (C. S.) Mehta stated in course of discussion that the general learning environment in the state is very good and is highly conducive to the whole village literacy programme. There is perceptible change in the attitude of the people to become literate. In support of this contention, he cited the specific example of Bhatnagar village of Pali district. It is an interior village and is a good example of how thorough mobilisation, through a natural and determined urge for learning, this village has become cent per cent literate. The village is also an outstanding example of environment building. The entire environment could be created on account of the fact that there was a very good

DAEO at Pali (like Taravati Bhadu of Sikaarj) — Sri Dwarakeswar Bharadwaj by name who succeeded in effectively mobilising the leaders of the Willillaage community, the sarpanch, the members of the Willillaage Education Committee, the MLA and MP.

I need hardly mention that in Rajasthan we have a very good administrative set-up at the state and district level which is positive, full of empathy and sensitivity and which understands and responds to the problems of the people on the spot. Had this not been so, the entire adult education programme would have come to a grinding halt during the last 4 years which represent one of the severest spectres of drought in the history of Rajasthan during the last century. The confidence of the people in the efficacy of the programme remained unshaken on account of the genuine concern of the district administration for the distressed of the drought affected people. During my last visit to Bikaner along with Education Secretary I had ample evidence of this sensitivity. The other important factor which has contributed to the success of the programme and which has sustained it against heavy odds is the natural urge for voluntary service. During this visit I had the occasion to go through the file of an outstanding and highly motivated volunteer, Sri Himmat Singh by name. He is about 35 years of age and has a post-graduate degree. He declined the offer for a paid job, took up literacy programme for village Gaward in Nagpur district and mobilised the whole village (a population of 874) by personal contact. His personal credibility and qualities of leadership greatly helped this process of mobilisation. He is a saintly and unassuming person who is acceptable to all members of the community and whose commitment to total development of the village upliftment is total. He himself imparted functional literacy without any honorarium and the village was made fully literate on 31-10-87. I had the occasion to go through a letter written by Sri Himmat Singh Addressed to Director, AE dated 27-9-88. This letter is a brilliant specimen of his commitment to education. Elsewhere people ask in material and pecuniary terms, in this, Mr. Himmat Singh is not asking anything for himself but for a library-cum-reading room and upgradation of the village primary school. He is also asking as to what more he can do for promoting the cause of adult literacy.

In order that the fruits and benefits of literacy skills attained by the learners are retained, such library-cum-reading room facilities in every village are very essential. It is not possible to have a JSN in every village which can provide these facilities. It is desirable that we convert every AEC into a mini JSN and provide the library-cum-reading room facilities through community support. If we have highly motivated and dedicated volunteers like Himmat Singh it should not be difficult to raise such public libraries.

VII

Inadequacy of coverage

The whole village level literacy programme will be meaningful provided all villages are covered by sufficient number of AE and NFE centres opened either

by Govt. or by voluntary agencies. This unfortunately is not so. Rajasthan has 25 blocks and of these, only 13 blocks are partially covered by 32 RFLPs and 14 S.FPs. The Directorate of AE has prepared a state level map, a copy of which is placed at Annexure-I which shows the following

RFLP—orange colour

SAEP—green colour

VAs—blue colour

Not covered

by any

agency will

The map shows that the following list of districts have a sizeable uncovered area:

1. Barmur
2. Jaisalmer
3. Jodhpur
4. Pali
5. Udaipur
6. Nagaur
7. Alwar
8. Jhunjhunu
9. Gangatagar

RFLP was introduced as a centrally sponsored scheme in 1978-79 with the understanding that there should be parity between RFLP and SAEP both in regard to number of projects and number of centres. This has not happened in Rajasthan. Illustratively, while all the 32 RFLPs have 300 AECs each, all the 14 SAEPs do not have 300 centres but centres ranging from 100 to 300 is per the break-up given below:

8 SAEPs — 300 AECs each

4 SAEPs—20 AECs each

2 SAEPs—10 AECs each

The revised pattern of RFLP has been adopted and is being implemented by the State Govt. but the same pattern is yet to be extended to the SAEP.

The voluntary agencies have been sanctioned 16 projects of which 4 are for 300 AEC, 2 are of 100 AECs, 4 are of 50 AECs, 4 are of 20 AECs, 1 is of 15 AECs and 1 is of 5 AECs. For projects of 300 AECs each have been sanctioned in favour of the Nehru Yuvak Sangathan although the Director, AE has no intimation about this. A copy of the communication regarding sanction of projects in favour of the NYK may be sent to Director, AE, Jaipur as well as concerned states. After taking into account the number of AECs which would be added to NYK and VAs, the Director, AE is of the opinion that over and above about 15,000 AECs which are in existence at present, an additional 7 projects with about 22,500 AECs would be needed to achieve the

goal of cent per cent coverage of all districts. It has to form a part of the state level respective plan. It should be examined as to whether we are in a position to provide such a large number of additional projects within the constraints of budgetary and financial resources.

VIII

WHERE DO WE STAND - MAGNITUDE OF THE PROBLEM OF ADULT ILLITERACY IN RAJASTHAN

The number of adult illiterates in Rajasthan has registered a magical increase from 68.9 lakhs in 1981 to 69.39 lakhs in 1988. Two statements, one indicating the district wise break-up of 5-35 age group, total adult population and illiterate adult population of Rajasthan and another on the literacy and illiteracy profile of Rajasthan state and the progress of coverage in AE programme together with the yearwise break-up are enclosed at annexure II. III. The sixth column of statement at annexure III would show that 27.43 lakh adult learners have been enrolled through about 15,000 AECs between 1981 and 1988. In other words, the yearly average rate of enrolment comes to about 3.5 lakhs per annum. Evaluation of the learning outcome shows that about 60% of the total number of adult learner enrolled are able to attain the desired level of literacy. At this rate, it will take several years (at least 30) to reach the goals laid in NLM. It is indeed an irony that although education is expected to be a tool of liberation, the very factors which lead to poverty, deprivation and exploitation are against which education is expected to fight do not allow the education process to become a reality. These factors are in full existence in Rajasthan and they pose the biggest stumbling block against the process. Apart from the sociological barriers and taboos against education prevalent in a traditional society, there are many severe limitations. The possibility to go in for a large scale expansion of RFLP is not immediately in sight. In regard to SAEP, (not only in respect of increase in number of projects and centres) although the point has been raised at a number of forums (including the meeting with Minister of Education, Govt. of Rajasthan) no satisfactory solution is in sight. To speak of parity in the number of projects and centres in RFLP and SAEI, there is disparity in the ratio of honorarium. An instructor under SAEP in Raasani gets Rs. 50/- while an instructor under RFLP all over the country and in Rajasthan gets Rs. 100/-. This has already caused a lot of unhappiness and dissatisfaction.

In course of discussion, the Minister, Education as well as the Director, AE sought to attribute this to severe resource constraints of the state. This is logical and understandable. Rajasthan has been passing through one of the worst famines of the century during the last 4 years (the famine of 1987-88 being the severest) necessitating diversion of resources from several areas to famine relief. This has literally sapped the financial backbone of the state. Prospects of mobilisation of additional resources are limited. Against the above background, alternatives are left

open to the state govt. One is to go in for a massive programme of functional literacy through large scale mobilisation and involvement of students at all levels (secondary, higher secondary, college etc.) Secondly, supervision and control over the ongoing programmes (including the programmes in the university and voluntary sector) should be tightened so that leakage and wastage of resources are arrested and optimum return on the investment made already is assured before proceeding for any large scale expansion.

IX

MASS PROGRAMME FOR INVOLVEMENT OF STUDENTS

The mass programme for functional literacy (MP-PFLP) in Rajasthan as in other parts of the country was initially confined to students of universities/colleges belonging to NSS, non-NSS and NCC. In view of the slow coverage by various programmes of adult education in the state, the Director, Adult Education took this initiative in 1986-87 to involve students of secondary and the higher secondary institutions in the programme. A target of enrolment of 24,000 adults was fixed during 1986-87, keeping in view the number of educational institutions, the strength of students and practical feasibility of the problem. Eventually, 11,198 students of secondary and higher secondary schools were involved and in all they could mobilise 16,316 adults and make them literate (the achievement being of the order to 67% of the target). During 1987-88, a target of coverage of 36,000 adults has been fixed against which 29,923 volunteers spread over 1119 schools (including 187 schools for girls) could eventually be involved. The District Adult Education Officers in collaboration with the State Resource Centre, Jaipur imparted training to 1024 master trainers who in turn imparted training to 1024 volunteers (spread over from 1 day to 3 days). The SRCC Jaipur supplied 34,156 kits. This work of imparting functional literacy by the student volunteers which commenced in June 1988 has been extended upto October 1988. The final evaluation reports from the field are awaited.

It is proposed to substantially enhance the target to about 2 lakhs during 1988-89. The planning and preparation for this will begin around November 1988 and the actual implementation will begin in the summer vacation of 1989.

In Sikar district (which was visited), as against the target of 2200 students about 4000 students could be mobilised and trained in June 1988. This was possible again on account of the personal initiative and drive of the DAEO, Sikar, Smt. Taravati Bhadu. Literacy kits have been supplied to all students and they are working in right earnest. The outcome of the drive will be known in November, 1988.

If the tempo of this mobilisation drive is sustained, the Director, AE is confident that over a period of 7 to 8 years it should be possible to mobilise and enrol 100 lakh adults and make them literate.

One important silver lining amidst heavy odds of besetting the programme in Rajasthan is that both the Chief Minister and the Education Minister are deeply committed to NLM in general and MPFL in particular. The Education Minister gave clear evidence of his personal commitment to the programme when he stated that notwithstanding the decision which may or may not be taken by the Govt. of India, he would go ahead in mobilising and involving in large numbers (about 2 lakhs) the students of secondary and higher secondary institutions of Rajasthan.

Review of MPFL by the State Resource Centre

The Rajasthan Adult Education Association is the State Resource Centre for Rajasthan conducted an evaluation of the mass programme for functional literacy in 1987-88. Selection of volunteers, training of volunteers and master trainers, literacy kits, evaluation of the learning outcome formed part of this study which was conducted through a questionnaire method. The findings of the evaluation study could be broadly listed as below :—

1. Compared to the previous years, volunteers have taken part in large number in the programme with lot of sincerity, enthusiasm and dedication.
2. The programme was commenced in time and all preparations were completed in time.
3. Most of the programme coordinators are young males, have been associated with the programme (MPFL) from the beginning, are committed to it and would like to retain their interest in the programme in future.
4. Forty two per cent of the volunteers have taught 2 adults each and twenty four per cent 3 adults each. Two thirds of the volunteers are involved with the programme for the first time and majority of them are boys (only 13% being girls).
5. There was a feeling that the duration of training for programme coordinators was too short and needs to be increased to at least 7 to 10 days. It was felt that not only the duration but the content of the training was inadequate.
6. Three-fourth of the volunteers trained by the Programme Coordinators were utilised for literacy work and only one-fourth was a waste. Seventy per cent of the volunteers consider their training as adequate and useful.
7. There was clash between the timing of training and timing of examination for which all volunteers could not avail of the training. The timing for training should be planned keeping the examination schedule in view.
8. Most of the volunteers received the literacy kits in time and found the same to be useful.

They found the kits well visualised and well illustrated.

9. About 70 per cent of the kits applied were utilised and 30 per cent kits were not utilised. The cost of 27,000 kits lying unutilised would be of the order of Rs. 6,000/-.
10. By and large the coordinators were able to oversee the work of the volunteers in the field. This imparted a new moral strength and inspiration to the volunteer. It improved the volunteer's ability and confidence in the programme. It improved the mobility and openness of the programme and also helped in environment building.
11. The evaluation study indicates that motivating the adult learner is the most difficult task for a volunteer. Advanced age, hard manual labour for the whole day, resultant fatigue, and lack of time, inability to perceive time for literacy, irregularity of timing, poorly lighted and hence unattractive environment etc. have all contributed to the lack of motivation of the learner.
12. Poverty, ill health and scarcity conditions in most parts of the state, the general social environment based on purdah for women, superstitions, which work as restrictions for women, lack of space, want of electricity in the village, change of place of adults due to migration and last but not the least, lack of interest of adults of the volunteer for this type of work, absence of provision for lunch and dinner for the volunteer at the time of training, expenditure incurred by the volunteer in postage, arranging documentation and records etc., difficulty in the part of girls to move from place to place for imparting functional literacy etc. could be summed up as major stumbling blocks in conducting the entire programme.
13. Notwithstanding the above constraints inhibiting the programme, the programme had many plus points. These are (a) in addition to imparting functional literacy, it helped in launching campaigns for cleanliness, protection of environment and other items of constructive work (b) it helped in arousing consciousness of women towards matters which are socially desirable (c) it helped in improving their self-confidence and self-image (d) it aroused the consciousness of parents in sending their children to school (e) it heightened the social conscience of the volunteers by exposing them to the real problems of the countryside and enhancing their motivation and determination to work for the amelioration of those conditions.
14. The evaluation of the learning outcome in the whole programme :— 48 per cent of the neo-literates were rated as good, 46 per cent of the neo-literates were rated as average and 6 per cent were rated as poor. The evaluation has

bee done together by the volunteers and the coordinators based on tests, interviews and discussion.

15. One of the major weaknesses of the programme has been confirmed by the evaluation studies that there is no linkage of basic literacy with post-literacy and continuing education. Most of the volunteers who had mobilised the adult learners and imparted them literacy and numeracy leave the college soon and there is no the way by which the skills acquired by the neoliterates could be enforced which is bound to result in their relapse into illiteracy. Till the new institution of Jee Shikshan Nilayan for post literacy and continuing education comes into being, in full form we have to identify such volunteers in the village community itself who can sustain the level of skills acquired by the neoliterates. This is not an easy job but there is no other conceivable alternative.

X

BIKANER A CONFLUENCE OF TRADITION & MODERN

In course of review of MPFL in Rajasthan state, I had also the occasion to address the heads of 79 secondary and high secondary schools of the Institute of Advanced Training, Bikaner. This meeting was graced by Collector, Bikaner, Sri Manoj Lal, Additional Collector, Shri Monohar Kant, Director, School Education, Sri Lalit Pawar, Director Adult Education, Sri S. S. Mehta and Principal of Institute of Advanced Training, Sri Purshottam Bikaner is a land of many contrasts. It has a large area (27,244 sq. km) but is very sparsely populated. It is a dry desert district with a very low rainfall (average 26.37 centimeter per annum) and yet it aims to have the richest and the healthiest cattle wealth in the whole country. 'Swar' grass which is a gift of nature is grown extensively (which is rich in nutrient) sustain and enrich the bovine wealth. The district has a network of good educational institutions and yet in terms of the overall rate of literacy and the absolute number of literates it is not in a very comfortable position. Of the total population of 8,48,749 (according to 191 census), 2,84,422 are in the age group of 15-35 and of them 2,04,22 are totally illiterate which is likely to go up to 1,63,14 by 1991. The average rate of literacy (28.2) is marginally higher than that of the state (24.3) but that is no consolation.

There is one IFLP with 300 AEC under implementation by the State Govt. since inception and one RFLP with 300 AEC's under implementation by the Bikaner Adult Education Association since 1987-88. Another Additional project with 300 AECs for the Association is under consideration of the State Govt. and will be placed before the Central Grant-in-aid Committee as soon as the recommendation of the State Govt. is received. Additionally, it has been decided to assign 100 AECs to Nehru

Yuva Vahini Sangthan, 100 AECs to Sishu Bal Vidya Mandir, 100 AECs to Samiti and 120 AECs to Urmal Health Trust, etc. All these agencies taken together may account for 1220 AECs through which about 35,000 adult literates can be enrolled and about 20,000 adults can be re-mobilised effectively literate. Assuming that all of them will be fully operational by 1988-89, (all of them are not yet operational as some applications are yet to be received from the State Govt.) over a period of 7 years they may take care of about 1.5 lakh adult illiterates. We have, however, planned to make all the adult illiterates of Bikaner literate by 1991 and therefore, we can ill afford to wait for such a long interregnum. If the desired goal is to be attained by 1991, we have to think of alternative strategies and supplementary agencies. It is in this context that the contents of secondary and higher secondary educational institutions as also of colleges come quite handy.

Bikaner has 7 colleges and 79 secondary and high secondary schools with a total students' strength of 36,764 (24,949 boys and 11,815 girls). During the last summer vacation, hardly 750 school students had participated in the mass programme of functional literacy. This is a very negligible involvement and the number will have to be given a big push if some headway is to be achieved in the programme. This is possible considering the fact that there are about 15,000 students in the secondary and higher secondary institutions as would be evident from the following:

	IX	X	XI	XII
Higher Secondary	Boys 4958	Boys 3803	Boys 2784	About 2000
Secondary	Girls 315	Girls 257	Girls 105	
Schools				
	Total 5273	Total 4040	Total 2889	

In the light of this end in view, the meeting with the heads of 79 educational institutions was fixed on 3rd October 1988.

In the course of discussions, all the heads of the educational institutions endorsed the need for such a massive mobilisation of students for the National Literacy Mission. They, however, made few specific suggestions for consideration and their incorporation in the plan of action as may be drawn up for the district. The suggestions include incentives for both teachers and students volunteers, continuity of stay of teachers at a particular station during the period of operation, priority to be attached to the teachers in the rural areas for transfer to urban areas as an incentive for good work, decentralised and timely training, effective media support, logistics support etc. While these suggestions may be considered by the Directorate of Primary and Secondary Education, it was necessary to immediately draw up an action plan covering all the points relevant for mobilisation such as (a) selection of coordinators and volunteers (b) identifying their area of operation (c) identifying the requirement of kits (d) organising training of master trainers (e) distribution of kits (f) supervision of the process (g) evaluation of learning outcome etc.

Bikaner is one of our 40 TD districts and one of the two in Rajasthan (the other being Sikar). It is one of the Revenue Divisional Head Quarter, has the headquarters of Directorate of Primary and Secondary Education, has a number of youth clubs under the NYK, a network of dairy cooperatives, a good voluntary action base and has a team of energetic and committee officers who are full of enthusiasm and zeal for the literacy mission work. In the Bikaner Adult Education Association, it has a voluntary agency of long standing with a distinguished record of dedicated work. People of Bikaner, generally speaking are specimens of excellent human beings. All these are plus points which go to strengthen the hope that given the right orientation and direction it should be possible as in Sikar to eradicate illiteracy by 1991-92 in Bikaner.

XI

Involvement of Employers & Trade Union

We held a Conference of Employers and Trade Unions in July 1988 and sent out the minutes to all State Govts. Director, AE has received a copy of the same. It is necessary that a similar state level conference of employers and trade unions be organised under the chairmanship of Education Minister in the presence of Minister, Industries and Labour so that a detailed strategy could be worked out for their involvement in NLM.

In Rajasthan, we have the following important industrial and mining establishments in public sector :

1. Rajasthan Mines and Mineral Development Cooperation, Udaipur, Jamarkotla (State Public sector).
2. Hindustan Copper, Khetri (Central Public sector).
3. Hindustan Zinc, Udaipur (Central Public sector).

Additionally, there are large number of mica and limestone mining establishments in the private sector. All these agencies/establishments need to be fully tapped. Due to the personal initiative of the Director, the Mines and Minerals Development Corporation Hindustan Copper, Khetri have evinced some interest and have started 5 centres each. This however, is negligible, considering the large number of adult illiterate workers in these establishments.

In response to our request Western Railways have taken up the work of imparting functional literacy through 14 centres at Jaipur, Aimer, Bamdi and Abu Road. The instructors (who are to be senior officials of Railways and teachers and clerks) have been trained by the SRC in 56 delays (first week of August 1988) and the programme is being implemented from 15th August 1988. This represents only a small fraction of the area covered by the Western Railways. The Units at Kota, Jodhpur and Bikaner are yet to commence their activities. We have to start a dialogue with them so that the programme could be started immediately.

XII

Prison Management and Staff

There are 21 jails in the state and was most encouraging to note that 29 adult literacy centres are running at present in all these jails involving 739 beneficiaries. The instructors are drawn from the life convicts or from under-trial prisoners. This, however, does not represent the total number of adult illiterates. It is necessary that the remaining adult illiterates in the jails (they are either life convicts or under-trial prisoners) are covered in phases. Since the jail is a controlled environment and the prisoner constitute a captive clientele (there is no possibility of absenteeism or drop-out) the adult literacy programme can be given a push and can be completed within a period of 3 months by reducing the overall duration of learning instead of staggering the programme over a period of year.

It was found course of review that the IG Prisons has provided a good support to the programme by issuing a comprehensive circular to all jails. It is for the first time that some of the inmates were temporarily released from the jail and brought to the main function on 5-5-88 held at Ravindra Manch, Jaipur for launch of the Mission.

XIII

Involvement of urban local bodies

The state has 19 municipalities out of which 106 municipalities are running 145 centres involving 4074 beneficiaries (5-35 age group) majority of whom are members of SC community. This programme was launched on 2nd October 1987 and is expected to be complete by October 1988. As a result of dialog with Urban Development Deptt. the Director, Municipal Administration has sent out a comprehensive circular to all Municipalities. The latter have provided excellent facilities for running the programme by way of making available, peace, light, furniture, relaxation of working hours etc.

XIV

Involvement of ex-servicemen

Ex-servicemen can be involved with the NLM in 2 ways i.e. (a) by way of being appointed to act as instructors and Prals (b) by taking in some honorary volunteers for this programme of functional literacy under which kits will be distributed to them free of cost. Keeping both these aspects in view, we wrote to five state Govts. In May 1988 (Bihar, MP, UP, Rajasthan and Tamil Nadu) to identify 25 districts @ 5 districts in each state where ex-servicemen could play this role. In Rajasthan there is a separate Ministry for soldiers' welfare. There is a good concentration of ex-servicemen in practically all the districts though the Directorate does not have any precise information. To start with three districts namely Karol, Alwar and Bundi have been selected and names of ex-servicemen invited from the

Collectors names of only 42 ex-servicemen have been received from Alwar and the names are awaiting from the districts. Since the process has been inordinate delayed, it should be expedited. The Director, AE regretted that the response time has been unduly long and he has not addressed a comprehensive circular on the subject to all the DAEOs on 21-9-88 to speed up the process of identification of ex-servicemen who can be utilised for the above two purposes.

XV

Involvement and support from voluntary agencies

For mobilisation and identification of good, reliable and dedicated agencies, 2 state level conferences have been held on 22-3-1988 and the second one on 12-6-88 (the second one was attended by the Education Secretary, Govt. of India). This was attended by about 15 agencies. The procedure for sanctioning of grant-in-aid to VAs was explained to them. Besides, about 10 VAs had attended the annual conference organised by the Rajasthan Adult Education Association in February 1988 which was also attended by Education Secretary, Govt. of India. The procedure for sanction of grant-in-aid under the revised scheme was once again explained to all these agencies.

The response to this mobilisation drive has, however, not been very appreciable despite the fact that Rajasthan has a very good base of voluntary action. Applications from 9 VAs have been received. Only 3 have been processed and only 3 sent to Govt. Six cases were returned to VAs as they were found defective. They have not been received back. Clear instructions have been issued to all DAEOs that all applications must be processed and sent to the Directorate within a period of one month.

Yearwise break-up of the VAs involved in this programme and the number of centres sanctioned are indicated below :

Recommended	Sanctioned	No. of centres involved	
1987-88	20	20	9920
1988-89	21	16	118440

Details of the proposals pending with the Central Govt. since April, 1988 are stated below :

1. Hildada Zilla Proudh Shiksha Sangh
2. Erjtl Niketan Samiti, Kana (Bharatpur)
3. Idit Shiksha Samiti, Wazipur
4. Zla Proudh Shikshan Samit, Kota (Kotota)
5. Institute of Continuing Educational Development Chandsilpasala, Japu (pending since December, 1987)

Considering the size of the state, the population in general and the number of adult illiterates in particular we should not rest content but should keep on mobilising and involving voluntary agencies in governmental programmes in the following manner :

1. Lead agencies like Khadi & Village Industries Board, Social Welfare Board, Social Work and Research Centre, Tilonia may be approached to help us to identify good and reliable VAs for NLM.
2. Success stories of VAs may be given wide publicity. Media should extend liberal coverage and support to their programmes.
3. Field officers like DAEOs, PO, etc. should go out and meet representatives of VAs not as inspecting or supervisory or controlling officer, but as friendly visitors for understanding the VAs role and imparting counsel and wisdom.

XVI

National Literacy Mission - Other areas of action pending with the State Govt. & Central Govt.

(a) *Constitution of State Literacy Mission Authority :*

I was given to understand that this issue which was pending for a long time has been resolved few days back. A copy of the notification constituting the State Level Authority may be sent to GOI early.

(b) *Appointment of State Mission Leader/District Mission Leader :*

The Director, AE at the state level and the Collectors at the respective district level have been appointed as Mission Leaders. A copy of the order notifying these appointments may be sent to GOI.

(c) *Preparation of State Level Action Plan :*

This has not yet been prepared. The Director AE and the State Mission Leader was requested to prepare the state level action plan without further delay in the following manner :

Background :

- (a) Give a brief geographical, geophysical and geo-hydrological description of the state and indicate how the geography and topography affects the life style and economic conditions of the people and particularly the condition of SC, ST, women etc.
- (b) Number of districts, sub-division, tahsils, blocks and villages.
- (c) Profile of population and its break-up between rural-urban, male-female, SC-ST, etc.

- (d) Profile of literacy and illiteracy and its break-up between rural-urban male-female, SC-ST, number of illiterates in all age group and in 15-36 age group.
- (e) Areas of the state covered by RFLP, SAEP NYK, VAs etc.--areas not covered (to be shown in the state level map) - number of persons made literate and number of persons left to be made literate.
- (f) Perspective plan - What resources the state has - what the state has done so far by utilising these resources - what the state needs in future (including institutional support, academic and technical resource support, technopedagogic inputs, etc.) for the coming 7 to 8 years--1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95.

(d) Preparation of district level action plan :

This has already been prepared for the 27 districts and the plans broadly conform to the guidelines as depicted above.

(e) Post literacy and continuing education :

The state was sanctioned Rs. 68 lakhs for setting up 800 JSNs during 1987-88. As the sanction was issued towards the close of the financial year, the State Govt. could not utilise it and requested for allowing them to carry forward the amount. The State Govt. were allowed to carry forward the amount and utilise it by August, 1988. The State Govt. have not been able to utilise the amount and have requested once again to allow them time upto February 1989. In view of the difficult conditions through which the state has been passing for the last 4 years and considering the time which is needed to complete the entire process of selection of site for JSN, appointment and training of Prerak, organising library and other services and activities in JSN, the request of the State Govt. is genuine and may be allowed subject to the condition that no further extension of time beyond February 1989 will be given.

As has been mentioned in the preceding paragraphs, notwithstanding the fact that the State Govt. has not issued formal sanction to DAEOs (through the Director, AE) for setting up of JSNs, some of the DAEOs like Sikar have not only taken the initiative on their own to set up such JSNs by mobilising local community support but have been able to successfully organise a plethora of activities for the JSN such as library and reading room, chareha mandal, conducting evening classes (twice a week), conducting a sample and short-term training programme cultural and recreational activities, games and other adventures activities etc. Many of the ingredients in a JSN such as radio, television, musical instruments, library books and newspapers have come

thorough community support which in fact encourages. Such efforts have greatly helped in building up of the right type of environment conducive to literacy and learning.

(f) Integration of Adult Education with other developmental programmes :

As has been mentioned earlier at the Macro level, a very good start in beginning has been made for bringing about such an integration. Illustratively, a meeting for integrating adult education programme with ICDS, DWCCPRA and women development programmes was held on 9th June, 1988. This was followed by a meeting with Health & Family Welfare Deptt. when it was decided to have an innovative experimental programme for labour district to start with.

Except in Sikar, where adult education has been made the base for women development programme, the initiative taken at the macro level is to percolate down to the grassroot level.

XVII

Evaluation of learning outcome

This is extremely important specially in the context of adoption and implementation of the concept of whole village literacy. According to the Director, AE, the performance of the adult learner in Rajasthan is being reviewed through the following format :

- 1.1. Attendance
- 2.2. Achievement of prescribed standard of reading and writing in a language
- 3.3. Achievement of prescribed standards of numeracy.
- 4.4. Tests are conducted to ascertain the levels of proficiency attained by a learner in the following manner :
 - The first test - at the end of fourth month
 - The second test - at the end of sixth month
 - The third test - at the end of eighth month
 - The final test - at the end of tenth month.

Unlike other parts, the tests are conducted on a participative basis. Illustratively, the D.A.E. involves an outsider, preferably the headmaster of the local M.E. school or the lecturer from the higher secondary schools in the final test.

The test results vary widely from place to place. Illustratively, perusal of test reports of 30 learners in respect of Jatwar A.E.C. in Basi Tehsil of Jaipur district, it was found that more than 50% are below average as stated below :--

A Above average	6
A Average	7
B Below average	17
	30

It was observed that although the norms for evaluation of learning outcome have been revised and contained in appendix-I of the NIM document, the old norms as contained in a book brought out by the Central Directorate of AE, New Delhi in 1985 continue to be used even now. The revised norms should be communicated to all DAEs without further delay. Wherever it has been found that the rate of attainment has been poor or below average, this should be specifically studied by the DAE/O to find out the difficulties in learning, whether the pace of learning is fast or slow, reasons for low receptivity and short retention.

XVIII

Monitoring the progress of implementation of the AE programme at different levels

The Instructor sends 2 reports i.e. a monthly progress report and a quarterly report to the project through the supervisor (on evaluation of the learning outcome). These reports are analysed in the DAE (state) in the following manner :

- (a) How many centres are opened or closed.
- (b) How many personnel trained and what is the backlog of training.
- (c) Beneficiaries—their background.
- (d) Quality of materials supplied—teaching aids, learning materials etc.
- (e) Learning outcome.

On the basis of the feedback received from them and after its analysis, the DAE (state) compiles a monthly progress report and an annual report (evaluation of the learning outcome) and sends them to the State Government and the Central Directorate of AE. In addition to the standard components of the first report, a chapter is included on the whole village literacy programme.

XIX

Evaluation of the Adult Education Programme by the Institute of Development Studies

The Institute of Development Studies, FB-124-A, Mangal Nag, Bapunagar, Jaipur has been entrusted with evaluation of the performance of RFFLPs in Rajasthan. In a sprawling state of distance characterised by a difficult landscape and otherwise difficult working conditions, it is desirable that the evaluation be carried out in close consultation and collaboration between the Institute and the DAE (state) which will make the evaluation process participatory and not an isolated one. Such consultation is particularly needed to work out the strategy and methodology of evaluation. Unfortunately, however, no such consultation has yet taken place between the external evaluation agency and the DAE. Besides, the

progress of evaluation work will have to be closely monitored by the DAE (central) and the NLMA.

Secondly, it appears that the Institute of Development Studies has planned to take up the evaluation work in 3 districts of Jaipur, Alwar and Bharatpur in the first year. These 3 districts are fairly developed, industrially advanced and have better topography. They may not present a representative picture for the whole state in regard to communication and motivational constraints. To present a representative picture, one or two districts from Western Rajasthan (desert) or undeveloped districts of Southern Rajasthan may have to be chosen.

The above approach is acceptable to the DAE (State). We may write to the Institute accordingly.

XX

Administrative & miscellaneous problems

Unlike many other states, there is a full-time Director, Adult & Non-formal Education who is also a head of the Department and has full control and authority over the affairs of his Directorate. The present incumbent, Sri C. S. Mehta is a senior officer of the Education Department, known for his integrity and deep commitment to adult education. The other senior officers of the Directorate are all seasoned officers of Education Department and have been assets to the Director. Under the scheme of strengthening the administration of adult education at the state and the district level, Rajasthan has been put in 'A' category and is entitled to the following additional staff strength. According to the revised norms of the Scheme, Rajasthan has been sanctioned 37 posts for State Headquarters and 176 posts in 27 District Headquarters. Unfortunately, however, although the revised pattern for strengthening was communicated to all State Governments/UTs as early as April, 1988, proposal from Rajasthan Government has been received only in September, 1988 and is under process for sanction. After the sanction is communicated the State Government should take expeditious steps for filling up these posts by men of calibre, competence and integrity so that the objectives of the revised pattern are fulfilled.

The State Government has to its credit drawn up a special selection procedure for selection of functionaries of all ranks in Education Department which is worthy of being emulated by other State Governments (as a matter of fact, this was commended for adoption in the last meeting of Central Advisory Board on Education held at Delhi in March 1988). The implementation of the procedure in the field has, however, revealed many weaknesses. While reviewing implementation of NLM in Sikar district, I found that the post of APO for the SAEP (200 AECs) at Nimbka Thana (85 km from Sikar) is lying vacant for one year. The APOs in Rajasthan are brought on deputation by selection and they get a regular scale of pay. There is a selection committee with the Collector as the Chairman. Dates for holding meeting of the committee and for interviewing the candidates were fixed thrice but the interview could not be held

as the Collector could not find time due to his pre-occupations. Collector's involvement with all development programmes including adult education is essential but if Collector is too preoccupied to find time for such an important activity, it is desirable that we have the Collector substituted by the Director, AE (state) in the selection committee as Chairman and have the old procedure amended. The Collector or his nominee may, however, continue to be member in the committee.

That the procedure, however well designed and well intentioned does not work will be evident from the large number of vacancies of sanctioned posts as below :—

Name of the post	Number sanctioned	Number vacant
DAEO	27	8

The DAEO is the principal functionary of adult education at the district level. The implementation of the programme is bound to suffer on account of such large vacancies over a long period of time.

XXI

Miscellaneous :

During his last visit to Yallipur AEC near Jaipur, the Adviser, Technology Missions to PM had come across the problem of delay in disbursement of honorarium to the Instructors of AE centres. He had expressed his natural concern over such delays in disbursement and had desired that corrective measures be taken to ensure timely payment. Accordingly, clear instructions were issued to all State Governments to devise a mechanism and ensure prompt payment in all such cases. Most of the State Governments have complied with these instructions. The Director, AE gave me to understand that long before these instructions he has issued instructions to all POs to open postal savings bank accounts in every village post office having such facilities in the name of the Instructor so that the latter can draw the amount (Rs. 100/- in case of RFLP and Rs. 50/- in case of SAEP) at the end of every month. A project of 300 AECs is spread over about 100 villages with about 4 to 5 post offices with postal savings facilities. If postal savings accounts are opened in every post office by the PO in the name of the instructor there is no reason why there should be any delay in disbursement of the honorarium. Sixteen POs have confirmed in February 1988 that the instructions have been implemented. We would, however, like to have confirmation from all the 46 POs. The Director, AE is advised to ensure this.

XXII

Conclusions

The illiteracy rate of Rajasthan (24%) is the lowest in the country (excluding Arunachal Pradesh). Normally, this should be a matter of great anxiety and concern but after examining all aspects of the literacy scenario of the state with total objectivity, I am of the view that there is no cause for any alarm. This is an account of the very harsh geographical, topographical and sociological conditions obtaining in the state which are responsible for the present high illiteracy situation. As a matter of fact, they are excellent specimens of humanity and it is not by political and choice but by sheer geographical and historical forces over which they have no control that they are illiterate today in such large numbers. Their problems, therefore, need to be viewed with empathy and sensitivity. Left to themselves, people have the urge, the inclination and the willingness to learn. We have to minimise the rigour of the harsh conditions in which they live and work, provide a better support system and create more congenial environment in which people can perceive the need for literacy and come forward to learn willingly.

As has been observed earlier, Rajasthan has taken the lead in operationalisation of NLE in many respects. Village education committees have been set up all over the country and they are playing a leading role in implementation of adult and non-formal educational programme. A series of measures have been taken for arousing consciousness of people and towards environment building. Literacy camps and cultural carnivals have been taken out in many places. Wall writings have been used on an extensive scale depicting themes of literacy. Exhibition has been made an integral part of the whole programme for arousing mass consciousness. Mass functions are being organised on the occasion of declaring a village as fully literate. The entire village community participates in such functions when illiterates and literacy workers are being honoured and certificates distributed to neoliterates. The fact that some of the DAECOs have been able to set up Jai Shikshan Nilayams and ensure their functioning through the involvement of the entire village community is evidence of a participative culture having struck deep roots in the state. The only task which remains is to carry forward and replicate some of the successful experiments which have been witnessed in few parts of the state (like Sikar) all over the state. This should not be difficult particularly when the political leadership is committed and the bureaucracy at different levels is generally perceptive and supportive of people's programmes.

RAJASTHAN ADULT EDUCATION ASSOCIATION, JAIPUR THE STATE RESOURCE CENTRE

PART II

Rajasthan Adult Education Association was set up in 1978 as an apex body with the central objective of promoting adult education and involving other voluntary agencies in adult education. The present Education Secretary, Government of India, Sri Anil Bordia and another distinguished social worker and adult educator, Sri Mohan Singh Mehta were the prime source of motivation and inspiration behind setting up of this body. Although the original objective of promoting voluntary agencies and bringing about their involvement in adult education was largely fulfilled (as many as 10 to 12 Associations, of Adult Education came up in the seventies), the effect of this pioneering effort was not sustained and today only 6 Adult Education Association (Ajmer, Bikaner, Bhilwada, Kota, Chittorgarh and Udaipur—Seva Mandir and Vidyapeeth) are active.

2. Since 1973, the Rajasthan Adult Education Association has achieved many strides. In recognition of its contribution in the field of adult education, Government of India recognised it as a State Resource Centre for providing academic and technical resource support to adult education. In addition to promoting adult education in the whole state and providing the necessary support to the programme, the Association promotes other activities such as Idara (youth & women development), a centre for dissemination of information relevant to the life of the people in all fields and a centre for livestock training and development with the ultimate objective of making the beneficiaries barefoot doctors (as they are known in China) or mini animal husbandry men. The Association regularly brings out 2 journals—one captioned *अनौपचारिका* (a conveyer of non-formal views) which is exclusively devoted to adult education and another "दिलदारी" (laughter of the child) which is devoted to ICDS (Integrated Child Development Service). In other words, there are 4 different activities pursued by the Association and each of these activities is looked after by a Coordinator. Since we are primarily concerned with the activities of the Association as provider of resource support to adult education the present review is confined to its activities as the State Resource Centre only.

3. Curricular Development & Material Production

The Association as the SRC prepares primers for the adult learners, a number of supplementary readers and graded materials for the neo-literates and literacy kits for the mass programme of functional literacy "राम राम सा" represent the basic literacy primer for the adult learners which was designed in 1973. This has been reviewed and revised in 1988. The new

primer bears the stamp of the rich imagination, perception and insight of the Director, SRC, Sri Ramesh Thanvi into the pedagogy of adult education as also his deep concern for the plight of the people, his empathy and sensitivity to their needs. Through this primer, he seeks to convey a message which is simple, lively and appealing. It penetrates into the arch of our individual and social consciousness; gives a jolt to the bolted doors of our insensitive mind and eventually transports us to a different world, the world of simplicity, of guidelessness, of natural and spontaneous joy and sorrow, of laughter and tears. 'Ram Ram Sa' is the normal and natural way of one member of the community greeting another. Since the primer has been designed in a new context with a new message and is totally in tune with the prevailing condition of Rajasthan (caused by drought and scarcity conditions), I reproduce briefly in English the gist of that message as appears in the preface to the primer written by Sri Ramesh Thanvi himself :

'Ram Ram Sa is a book, it is also a chronicle. It is an aid to learn alphabets. It is meant to reflect on what is read. It is meant for thought and analysis. Its name is old but the form is new. The book is reaching you in this new form in the New Year. The lessons (of the old primer) have been changed. The words have changed. This change was necessary in the context of the change which has overtaken Rajasthan. It would not stand to reason if there is drought and famine outside and we have a book which speaks of seeds, bajra and improved agriculture. That would not be a book of the people.'

'There was one more reason. The New Education Policy had been announced. The primary and importance of the national education had been announced. We wanted to carry the philosophy of the National Educational Policy through this primer.'

'We speak through this primer about the drought situation. We speak as to how to live through the drought, as to how to unitedly fight against the drought. The book speaks of relief operations in a drought; it speaks of the individual, the community, of religion of computations. It is a collective product of artists, of literacy workers and of adult educators.'

The primer is a living commentary on the acute distress conditions in Rajasthan affecting the lives of the people on account of drought. It exhorts the

people the drought has added to their misery and suffering and they should not allow this to increase further on account of their ignorance. A dry time is a trying time and a trying time counsels lot of patience. It's also a time for introspection as to why drought, can it be prevented. A drought is a manifestation of the fury of nature; conserve the nature and natural environment and get back to the natural self.

Primers have been introduced in different languages and dialects suiting the felt needs and requirements of different regions. Functional literacy is being imparted at the initial stage through languages/dialects intelligible to the people and switch over from the basic and primers to the state standard language is being done through supplementary readers at the appropriate stage.

The Director made a very important statement that adult education functionaries at the grassroot level invariably feel shy of using the primers in languages/dialects spoken by large groups of people as they are not equipped to come down to that level, giving rise too, in the process, a void between the agents of communication and learning and felt needs of the people.

The Director stated that the primer's format has been discussed in a writers' workshop and thereafter pretested by the learners through the Instructors.

A large number of supplementary readers have been designed on a variety of themes like need for protecting and conserving the environment by growing trees conforming to the ecological needs of a region, need for clean and potable water, need for personal and environmental hygiene, eternal values of love, good samaritanism, self-sacrifice which have sustained mankind. These are written in local dialects, by eminent poets and novelists who have been honoured by the Rajasthan Sahitya Academy such as Bhagawati Lal Vyas, Satyanarayan Goenka, Pankaj etc., are well-visualised and well-illustrated and convey powerful messages. Illustratively, an attempt has been made in the Marwari Primer to link 'earth, air, water, energy and sky' with development in a manner which is highly imaginative and appealing. Laudable efforts have been made to bring out supplementary readers containing the stories of Prem Chand, saying of Sant Kabir and Sant Dadu Lal which reflect the eternal values of human heart and which extol values like self-abnegation, war against casteism, war against untouchability.

Yet another primer which is based on imparting functional literacy through colloquial sayings prevalent in the particular region. The example of such primer is 'अमल मोर्था' or Hadoti Pravesika which is meant for people of Kota, Bundi and Jhalawar regions and which was adopted after a workshop at Kota. The primer is the outcome of collective efforts of as many as seventeen distinguished writers of Rajasthan.

The problems of women living in urban slums are entirely different. These are problems of overcrowding or congestion on account of lack of space, problems of lighting and ventilation, absence of clean,

potable prevalence of unclean and unhygienic surrounding problems of addiction to alcohol of the men-folk, problems of blind faith or superstitions etc. The needs are specific and mostly related to employment and environment. A primer has been designed to cater to these specific needs which is very well visualised and well illustrated. The following deficiencies were observed in the material production process :

I. In the primers on numeracy, the numerals are only Roman; it should be both Roman and Devnagari.

II. The अभ्यास पुस्तिका forms an integral part of every literacy kit. The SRC has not supplied this.

The Director, SRC attributed this to the following :

I. The Director, AE (state) insisted that only Roman numerals should be given.

II. The Director, AE (state) is even now purchasing primers and अभ्यास पुस्तिका from outside.

4. Administrative problems

In addition to the Director, the following staff are in position in the SRC :

Programme Coordinator	1
Programme Associate	2
Research Fellows	2
Administrative Officer	1
Accountant-cum-Storekeeper	1
Electronic Technician	1
& Projectionist	

(Incharge of training and documentation including curriculum development)

Although the revised pattern communicated as early April 1988 has been approved by the Managing Committee along with the revised scales of pay (which have been given effect to from 1-4-88), there are still 8 posts vacant and these should be filled up early.

Although a graphic artist is a must in every SRC (which has to make a number of charts and posters) the Director does not feel the need for filling up the post as he is able to manage by requisitioning the services of artists from outside. This ensures flexibility and innovation. Quite apart from the fact that no good artist will be available at these low scales prescribed by Government, there will be no freshness and innovativeness if one artist gets stuck to the job for a long time.

Within the overall staffing pattern and budgetary ceiling, the Director submitted that he would like to bring about an overall adjustment in nomenclature and functions. The SRC had its staffing pattern prior to introduction of the revised pattern. If the revised pattern is to be adopted, some adjustment becomes necessary. The Director, SRC may work out his proposals and submit the same to the Ministry for formal approval.

In view of involvement of large number of new agencies in the literacy programme (such as the NYK and other voluntary agencies in large numbers) and students (both secondary, higher secondary and college) the requirement of kits has registered sizeable increase necessitating considerable increase in the workload. The workload has also increased on account of a number of new publications necessitated by celebration of 40th year of India's independence and the Nehru Centenary Celebrations. As on date there are hardly 2 people on the material production side which is grossly inadequate. The Director suggested that the following additional posts are needed as the barest minimum requirement to cope with the increased workload.

1. Copy Editor
2. Proof Reader
3. Production Assistant or a Printing Expert

There is considerable force in the suggestion of the Director, SRC. The printing requirements of a SRC are not only complex but involve lot of specialisation. If a SRC is to rise to the occasion and do justice to its assignments with professional competence and within a prescribed time schedule, it must be provided with necessary resource—human, material and financial. This request, therefore, deserves consideration.

Additionally, the Director raised the following administrative problems for consideration.

I. CPF : Payment of provident fund liability to the employees of SRC (which is an educational institutional is a statutory liability under the provisions of EPF & MP Act. This will involve an additional liability of Rs. 30,000/- during 1988-89 and Rs. 40,000/- during 1989-90 respectively. This will have to be provided in the SRC's budget.

II. *Mobility* : SRC is in need of a bigger van to enable it for carrying audio-visual and other equipments for going to the field for location shooting. The existing allocation of Rs. 1 lakh may not be sufficient for this purpose. Permission may be given to the SRC to go in for a bigger vehicle consistent with the requirement.

III. *Medical reimbursement* : This is an essential requirement which has not been provided in the SRC budget. A sum of Rs. 20,000/- needs to be specifically provided for this purposes.

IV. The allotment under T.A. (Rs. 20,000/-) is in order but not POL (Rs. 10,000/-) which needs to be augmented to at least Rs. 30,000-.

V. *Training* : The SRC is in the process of reviewing old training materials and preparing new training materials. A definite time limit should be fixed for this purpose and it should be completed as early as possible.

As some of the Preraks are in position and more Preraks will be recruited soon, the training module for the Preraks should be completed early and not later than 15th October, 1988.

The Instructors' Training Manual is being reviewed and revised. This process should be completed as early as possible (by the first week of November, 1988).

VI. *Special assignments* : (i) Mention has been made earlier about evaluation of the mass programme of functional literacy undertaken by the SRC. Both in terms of the quality of the write-up as also in terms of the imagination, insight and thoroughness with which the evaluation schedule has been prepared, the evaluation study report is an excellent referral document and would continue to be a valuable asset for research activities in future. One of the most striking features of this report is a letter written by the Director, SRC addressed to every neoliterate through which he has in the most informal and affable manner solicited the reaction of the learner to the literacy kit, the content and quality thereof and suggestions for improvement, if any. Although the response was not adequate (only 7 neoliterates responded to this letter) it speaks volumes on the intensely humane approach of the Director, SRC to their perception and needs and establishing a correlation with the kit.

(ii) Yet another comprehensive and innovative project taken up by the SRC relates to the plight of 40,000 rickshawpullers of Jaipur city which the Director SRC has captioned, 'बूढ़ा पायों का डहराये हुए चिन्दन' and the need for making them literate. As the thought-provoking preface to the study reads, 'Rickshawpullers come from the village to the city in search of employment and livelihood. They merge their identity with the city. Having come to stay they do not want to go back. Having failed to secure any attractive job they take to rickshaw pulling. One human being starts transporting other human beings through hard manual labour. The life of a rickshaw puller along with many dreams starts revolving around the wheels do not stop revolving. As the wheels rotate day and night, the life of the puller goes on sliding lower and lower, not to return to its original self.'

The study is a penetrating analysis of the life of rickshaw pullers of Jaipur city. Interview with 1077 rickshaw pullers showed that more than 50% of them are illiterates. All of them are illiterate because they were poor. They were deprived of access to educational opportunities on account of severe economic compulsions. Some of them had the access but they had to drop out on account of the some economic compulsions. Many of them who were still in the prime of their youth had the desire to learn. They were able to see the new light, howsoever dim.

Against this background, the SRC launched 'संस्कृत अभियान' for these unfortunate rickshaw pullers on 8th September 1988—the International Literacy Day. Initially, forty rickshaw pullers participated in the campaign which has been able to cover all the 1077, interviewed so far. Its a modest but very good beginning and is likely to generate a movement for promoting literacy amongst majority of the 40,000 rickshaw pullers who are illiterates. All those who have

joined the movement carry an iron plaque in which the following words have been inscribed,

“डॉ. मेहता का हाथ उठाये
राज्य का अधिकाय
मुख्यमंत्री सचिवी द्वारा
ये अनाम अधिकाय”

VIII. *Review of the performance of SRC by Dr. Prayag Mehta, Director, Participation Development Centre, New Delhi*

In his evaluation report sent to the Ministry of FHERD recently, Dr. Mehta has complemented the work done by the SRC in the field of material production, organising training courses, seminars, conferences, workshops and cultural activities. It has also commended the new and innovative methods adopted by the SRC like involving professionals such as doctors, engineers, political functionaries etc. in preparation of materials and for establishing linkage of adult education with folk culture of the people with active cooperation of creative writers and artists. In the overview, Dr. Mehta has stated about the SRC as below, 'The centre has travelled a long way in the last 12 years. It is one of the oldest centres in the country. Since its inception, the SRC has faced and taken up challenges for activating the movement for non-formal adult education in the state. Towards this end, they have tried to change the image of the adult education classes from the formal classrooms to non-formal centres by preparing suitable curriculum and materials and developing a network of adult education functionaries in the state'.

So far so good. Having said all the good and encouraging, Dr. Mehta has commented adversely on many other aspects over which SRC has no control. Illustratively, Dr. Mehta has commented on the quality of training of the Instructors as very inadequate. It is given for 3-4 days and not for 20 days envisaged in the programme. The inputs are not at all designed. The atmosphere is mostly non-serious with large number of persons attending the training camps. In one such camp, Dr. Mehta observes, there were as many as 270 participants. The Instructors are also not properly selected, particularly women. They come on their own to the training camp without any payment in lieu of loss of their wages. The standard daily allowance is Rs. 7.50 per day which is very inadequate. Sometimes they have to travel

long distances. The aspects relating to training as highlighted by Dr. Mehta are administrative matters with which the SRC is not directly concerned. These observations are, therefore, unnecessary in a report which concerns itself primarily with an evaluation of the performance of SRC. Dr. Mehta would have done justice to his work by commenting on the training curriculum for the Instructors and Preraks, whether the preparation of the curriculum is a participatory process, whether the curriculum needs revision in the light of NLM, so on and so forth.

In view of the seriousness of the observations, they were discussed with Director, AE (state) and Director, SRC. The Director, SRC feels unhappy about the observation that training to Instructors is imparted for 3 to 4 days instead of 20 days. He is, however, unable to do anything as the Instructors' training is the direct responsibility of POs and not of SRC. The Director, AE clarified the position by stating that according to existing instructions issued on 17-8-88 basic training (first phase) is of 10 days' duration and the period of recurrent training has been left flexible according to the convenience of DAEO/PO. He, however, did not agree with the observation of Dr. Mehta that 270 Instructors were trained in one camp which according to him is a physical impossibility. He was also of the view that Dr. Mehta would have done better if he could have discussed these problems before making his observations. He regretted that this is the least elementary courtesy which could have been extended to his Directorate before making certain uncharitable remarks.

There are 2 other specific observations made by Dr. Mehta in regard to the activities of the SRC which are worthy of being considered. One is that although the SRC has, over the years, acquired valuable experience, it has not been properly documented. Documentation is required for the SRC's efforts for mobilisation, cultural linkages, management of programmes and developing materials. The second observation is that functions of the SRC like training, research and evaluation, linkages with development programmes, management support to AE centres have been weak. There is need to develop necessary expertise in respect of these activities which are essential for improving the quality of the entire programme.

The Director, SRC may study these two observations in detail and may formulate specific proposals to bring about qualitative change in the areas which need improvement.

ANNEXURE—II

**DISTRICT-WISE BREAK-UP OF 15—35 AGE GROUP'S TOTAL ADULT POPULATION AND
ILLITERATE ADULT POPULATION OF RAJASTHAN**

Sl. No.	Name of the District	Total adult population			Illiterate adult population		
		Male	Female	Total	Male	Female	Total
1.	Ajmer	209537	226874	436411	91233	183730	274863
2.	Alwar	280271	258936	539207	131268	216781	348049
3.	Banswara	152606	137928	298584	73903	132243	206146
4.	Bharatpur	309992	258910	568902	158510	206735	365245
5.	Bhilwara	211437	187862	399299	102579	156181	258760
6.	Bikaner	153914	130518	284432	72350	111027	183377
7.	Bundi	99943	87652	187592	48792	73098	121890
8.	Chittaurgarh	96586	185665	382251	94580	155173	249753
9.	Barmer	193476	162614	356090	94100	138361	232461
10.	Churu	193786	179058	372844	93229	153315	246544
11.	Dungarpur	98397	113701	212098	47978	95284	143262
12.	Gangawar	373951	309218	683169	179492	261450	440942
13.	Jaipur	595972	508509	1104481	269858	423268	693126
14.	Jhalawar	120559	110773	231332	58765	92770	151535
15.	Jaisalmer	46042	33959	80001	21281	29292	50573
16.	Jalore	137806	124263	262069	66021	105829	171850
17.	Jhunjhunu	191702	183604	375306	92436	153449	245885
18.	Jodhpur	296958	254989	551947	143292	212298	355590
19.	Kota	267014	231064	498078	129734	191569	321303
20.	Nagpur	252459	245497	497956	122951	203235	326186
21.	Pali	190747	180715	371462	92530	152024	244554
22.	Sawai Mahipur	249665	217056	466721	119840	182260	302100
23.	Sikar	210658	204259	414917	99595	172285	271880
24.	Sirohi	80063	79826	159889	37231	66189	103420
25.	Tonk	126105	118194	244299	62330	97491	159821
26.	Udaipur	363354	367356	730710	168122	301663	469785
TOTAL :		5603000	5099000	10702000	2672000	4267000	6939000

LITERACY AND ILLETTERACY PROFILE OF RAJASTHAN STATE

(in lacs)

Year	Total Population	Population 15—65 age group	Total No. of Literate	Total No. of Illiterate	Coverage under A.E. Programme	No. of Persons made literate
1.	2	3	4	5	6	7
1981	342.62	10077.02	38.53	68.49	1.68	1.28
1982	350.22	10099.42	40.83	68.59	2.69	1.45
1983	358.83	11111.82	43.15	68.67	3.26	1.74
1984	368.23	11144.23	45.44	68.79	3.58	2.31
1985	377.12	11177.28	48.34	68.94	3.56	2.54
1986	387.61	12283.36	51.24	69.12	4.26	2.87
1987	397.61	12233.57	54.13	69.24	4.43	2.87
1988	407.79	12265.42	57.03	69.39	3.97	—
					(August, 88)	

Director,
Adult Education,
Rajasthan, Jaipur.

RURAL FUNCTIONAL LITERACY PROJECT

Investment in RFLP

Year	No. of Projects
1981	42.00
1982	58.30
1983	101.44
1984	151.56
1985	228.81
1986	263.50
1987	319.68
1988	319.67

STATE ADULT EDUCATION PROGRAMME

Investment in SAEP

Year	No. of Projects
1981	48.33
1982	66.85
1983	78.11
1984	88.18
1985	73.82
1986	79.36
1987	96.86
1988	100.00

DETAILED STAFFING PATTERN TO STATE LEVEL AND DISTRICT LEVEL

(State Level)

Sl. No.	Name of the Post.	Sanc-tioned	To be sanc-tioned	Total
1	2	3	4	5
1.	Director	—	1	1
2.	Addl. Director	1	—	1
3.	Dy. Director	2	—	2
4.	Asstt. Director	3	1	3
5.	Asstt. Tr. A/C Officer	—	1	1
6.	Office Superintendent	—	1	1
7.	Accountant	1	—	1
8.	Statistical Assistant	2	1	3
9.	Office Assistant	3	2	5
10.	Programme Assistant	—	1	1
11.	Stenographer—			
	Grade I	1	1	2
	Grade II	2	—	2
12.	LDC/Typist	3	3	6
13.	Machine Operator	—	1	1
14.	Peon	3	2	5
15.	Driver	—	1	1
		21	16	37

District Level

1	2	3	4	5
1.	Distdistrict Adult Education Officer	27	—	27
2.	Programme Assistant	—	27	27
3.	Office Assistant	—	19	19
4.	Statistical Assistant	27	—	27
5.	Stenographer/Typist	14	5	19
6.	L.D.D. C.	27	—	27
7.	Peon	27	—	27
8.	Driver	—	—	—
	Total	122	51	173

A Profile of Rajasthan State :

—Number of districts	27
—Number of Blocks	236
—Number of villages	37124
—Number of RFLPs	32
—Number of SAEP	14
—Number of Project entrusted to VAs alongwith number of Centres	16 Projects 1780 Centres
—UGGC Programme	—
—Number of Projects entrusted to N.Nehru Yuvak Sangathan	—

Profile of MPFL

Number of Universities	5
Number of Colleges	93
Number of Volunteers :	
(a) NSS	3663
(b) Non NSS	11198
(c) NCC	814
Number of literacy kits produced in	1985-86—65,820 1986-87—60,000 1987-88—75,000

Number of literacy kits supplied
Number of adults enrolled/made literate under MPFL 24,528;

Area covered by RFLP, SAEP, VAs, NYK, MPFL Yes

Has this been shown in a State level/district level map Yes

What is the percentage present and future Plan for coverage of the uncovered area: by :

RFLP	96
SAEP	33
VAs	14
MPFL	—
NYK	—
UGC	2

Has this been reflected in the State level action Plan and district level action Plan Yes

TOUR IMPRESSIONS ON VISIT TO JHUN JHUNU DISTRICT (RAJASTHAN STATE) AND SECOND ROUND OF REVIEW OF NLM FOR RAJASTHAN

(8TH APRIL 1989)

I had visited Bikaner and Sikar districts of Rajasthan from 30th September to 3rd October, 1988 to have an indepth review of NLM in Rajasthan State. The review report was sent to all concerned in October, 1988. I visited Jhun Jhunu district on 8th March, 1989 in connection with review of pace and progress of implementation of NLM in that district followed by a detailed review with Shri Chattar Singh Mehta, Director, Adult Education, Rajasthan. Placed below is SWOT analysis (analysis of strengths, weaknesses, opportunities and threats) of what is happening in NLM in Rajasthan.

SWOT Analysis of NLM in Rajasthan

Together with specific suggestions for improvement

Strength :

Administrative Structure

— The State Literacy Mission Authority, Council and Executive Committee have been constituted. The first meeting of the Executive Committee was held on 16-5-1989 in which a number of important decisions have been taken. These are :

- * Two RFLP Projects of 300 AECs each were sanctioned by the Government of India for Rajasthan in 1978-1979. The State Government had entrusted them to Bhilwara Adult Education Association and Seva Mandir, two voluntary agencies of Rajasthan for implementation. It was decided to take over the management of these projects from the voluntary agencies. This is in lieu of 2 projects which have been sanctioned by the Government of India in favour of these voluntary agencies.
- * TV sets will be supplied to Jana Shiksharan Nilayams. Five hundred TV sets have already been supplied and installed (against 810 decided) in 500 out of 1100 JSNs.
- * Necessary tools and equipments will be supplied to the new office of the State Mission Director which was inaugurated by HRM on 23rd November, 1988. These have since been supplied.
- * Adult education functionaries doing good work at different levels will be allowed to continue even after they have been promoted to a higher post. A reference to this effect will be made by the State Government to the Government of India. Reference was made by the State Government to the Government of India and the concurrence of the Government of India

has since been communicated to the State Government.

- * Publication of the monthly newsletter "PRASARIKA" by the Directorate in Hindi will be allowed to continue.
- * The new plan scheme for strengthening the administration of adult education at the State and District level will be adopted and implemented. This has since been concurred in by the State Finance Department and is awaiting for selection and deployment of personnel.
- * Education Secretary and Chairman of the Executive Committee will conduct a detailed review of work of MPFL (NSS, Non-NSS and NCC). The review has since been conducted and minutes have been issued.
- * Evaluation of learning outcome will be a collective process instead of being conducted single-handedly by the instructor alone. Detailed instructions will be issued to this effect. This has since been complied.

The following decisions of the Executive Committee are still awaiting implementation.

- * Decision to confer the status of a full-fledged Director to the existing incumbent who is continuing in the rank of Additional Director, DAE.
- * Conferring ex-officio secretariat status to the Director, Directorate of Adult Education.

Concrete Gains achieved in NLM

(i) Mass Programme of Functional Literacy

- * The programme was initially started for University and college students (NSS, Non-NSS and NCC). Subsequently, a decision was taken to involve students of schools (Class IX to Class XII) in MPFL.
- * During 1988-89, 8595 NSS volunteers and 1,256 NCC volunteers have been involved in MPFL.
- * During 1988-89, 29,923 school students (Class IX to Class XII) were involved to impart literacy to 32,705 persons.
- * A decision has been taken to involve 2 lakh school students in the summer vacation of 1989-90. The latest progress in

preparation for this massive involvement is as below :

- The process of selection of the volunteers in most of the schools has been completed.
- Headmasters and Senior teachers (who will be incharge of MPFL) have been trained at a number of places.
- Meetings of Headmasters of respective districts have been organised by the concerned DAEOs in which a complete orientation about involvement of school students in MPFL has been given.

* The indent for production of Literacy Kits as per requirement has already been sent to the SRC. About 30,000 kits have since been distributed to the volunteers and more are in the process of being distributed.

* A large number of posters on MPFL produced by the State Resource Centre have been distributed to most of the centres.

(ii) Home Guards

* A policy decision has been taken for involving home guards in MPFL. The programme has been launched in January, 1989 with the cooperation of Civil Defence Department. 30 home guards have been trained to impart literacy in Jhunjhunu district and 150 literacy kits have already been supplied to them. The work is in progress in other districts.

(iii) Ex-servicemen

* The involvement of ex-servicemen in Rajasthan is taking place in two ways namely, (a) individualised Mass Programme of Functional Literacy; and (b) group based activity. In regard to the first, 236 ex-servicemen in 6 districts have already been identified and training imparted to 219 of them. 503 literacy kits have also been supplied to them. They will be working essentially as volunteers. The work of identification and training of ex-servicemen volunteers in other districts is in progress. In regards to the second, 10 blocks are being identified for taking up 10 centre based projects (300 AECs each) in pursuance of the decision taken in the New Delhi Conference of Directors (Adult Education), Directors (SRC), Secretaries, Raja Sainik Board and Director General, Rajasthan on 28-2-1989.

(iv) Retired Government Servants

* The Pensioners' Association of Rajasthan comprising of retired government servants has evinced interest to participate in MPFL. 100 kits have been supplied to them in

Jajapur district. They have been requested to extend the area of operation in other districts.

(v) Prison Management and Staff

* The MPFL is being implemented in 27 jails of the State since September, 1988 wherever 34 centres have been started with a total enrolment of 920 learners. Literacy Kits have been supplied by the State Resource Centre for this purpose. The most encouraging aspect of this involvement is that life convicts and undertrial persons have started sending letters to the Directorate of Adult Education on their new experience of being neo-literates.

(vi) Railways

* Classes for railway employees have been started in Ajmer, Abu Road, Jaipur, Jodhpur and Bikaner Zones. One centre has been opened in February, 1988 at Jhunjhunu Railway Station (which was visited by me on 8th March, 1989 (afternoon)). In all, 25 centres are running for illiterate railway employees. In the AEC at Jhunjhunu Railway Station, age was found to be no barrier against learning in as much as a majority of the learners belong to the advanced age group of 35 and above and yet they have been learning with lot of enthusiasm and interest.

(vii) Other employers and trade unions

* The programme has been taken up by the Hindustan Copper Limited, Khetri and Rajasthan Mines and Minerals Development Corporation at Jamar Kotra and in Dauraa project. 12 centres have been opened during 1988-89 with an enrolment of 362, of which more than 50 per cent belong to Scheduled Castes and Scheduled Tribes community.

(viii) Boy Scouts and Girl Guides

* The State Mission Director is holding consultations with the State Boy Scouts and Girl Guides' Commissioner to involve them in MPFL. It is hoped that the boy scouts and girl guides will be involved in NLMM soon.

(ix) Municipalities

* With a modest beginning made during 1988-89, 151 centres have been opened so far in 112 municipalities with an enrolment of 2,345 males and 2,176 females. This is the outcome of consultation which Education Secretary had with Secretary, Urban Development. Considering the fact that the municipalities and NSCs in the State Government are not in a good shape and are passing through severe resource constraints, their involvement with literacy programme and particularly for their illiterate employees, most of whom belong to these

Scheduled Caste community, is inmost commendable. The State Mission Director has written to Executive Officers of all 11 municipalities to this effect.

(x) Rickshaw Pullers

* There are about 40,000 rickshaw pullers in Jaipur City. About 50 per cent of them are illiterate. A comprehensive and innovative project was taken by the State Resource Centre to study the plight of these rickshaw pullers. Pursuant to this study which is a penetrating analysis of the life of rickshaw pullers, a literacy campaign has been launched by the SRC for these unfortunate citizens on 8th September, 1988. The campaign is intended eventually to cover all the rickshaw pullers.

(xi) Other specific gains achieved

*** Campaign for whole Village Literacy**

(ग्रामशिक्षा)

The concept of Whole Village Literacy owes its creation to the imagination and insight of Sri R. S. Kamat, former Education Secretary, Government of Rajasthan who launched it on 2nd October, 1986. 37 villages were selected for full literacy in 1986-87 of which 11 villages achieved the desired goal. 31 villages were selected in 1987-88 and 17 villages have been made literate so far. (The duration of the Whole Village Literacy campaign for a village is one year in the minimum and two years in the maximum). As a sequel to this process, Village Education Committees have been set up comprising of the Sarpanch, the Headmaster a Social Worker, the instructor of the AEC, members of the SBC and ST community and women. These committees are playing an active role in mobilising the entire community and persuading the parents to send their children to school. The Headmaster of the school in the village remains incharge of the Whole Village Literacy campaign. The evaluation of learning outcome is being done by an outside agency and is overseen by a committee comprising of the neighbouring village school headmaster and a representative of the BDO. The entire process of the evaluation is simple, natural, non-threatening and is being conducted in such a manner which does not enable the learners to know that they are being subjected to any check or test.

6. People's Participation

- Village Education Committees have been set up in all the 33,000 villages of Rajasthan.
- The Directorate of Adult Education is issuing a monthly bulletin "PRAASSARIKA" for arousing

- consciousness and motivation of people to participate in literacy action
- Jathas and cultural caravans for every district have been planned with meticulous care and imagination and are being gradually and systematically carried out. Recently, a Jatha from Tonk called on the His Excellency Governor of Rajasthan.
- Beginning with Sikar, wall writing has become a regular and prominent feature in all the projects (both, centre based as well as individual programme) for arousing consciousness amongst the people about the need for and relevance of literacy.
- Exhibitions (both, static and mobile) have been made an integral part of the whole programme.
- The Directorate has supplied a film projector to each district. Regular audio visual programmes are being conducted in these projects.
- Functions are organised on various occasions such as, Independence Day, Republic Day, National Integration Day, International Literacy Day and also at the time of initiating and concluding Whole Village Literacy Campaign. Public recognition is also being accorded to the volunteers and learners of MPFL in these functions.
- Functions are being organised at the opening of every JSN and this becomes a great event which ensures participation of all sections of the village community in the programme.
- Demands are being received for opening new JSNs and adult education centre from Sarpanch, Pradhan and MLAs. This shows that the interest of these important mass leaders in the programme is registering increase.

Poster

- A poster prepared by the SRC and conveying the message of Literacy vs. Anjotha Chhap is being displayed at prominent places.

*** Post Literacy and Continuing Education**

- All the 1,100 JSNs sanctioned in favour of Rajasthan have since been made operational under RFLP. Additionally, 100 JSNs under Border Area Development Programme and 170 under State Adult Education Programme have also been set up, raising the total number of JSNs to 1,370. The store items of most of the JSNs such as Almirahs, Bicycles fitted with carrier have been procured. 500 lowcost TV sets (portable black & white variety) have been supplied. A Library-cum-Reading Room

for every JSN has been started by obtaining the reading materials from the Publisher Unit of Government of India, National Book Trust, Indian Adult Education Association, State Resource Centre etc. About 1,100 Piraks have been selected at the local level and are in position.

- Institutionalisation of post literacy and continuing education through JSNs has generated new momentum and has helped in building up of environment conducive to learning. This has improved attendance, helped in better and increased dissemination of knowledge and information and has led to participation of the entire village community in institutional activities.

*Integration of Adult Education with other Development Departments

- Concerned departments of Government such as Health and Family Welfare, Social Welfare, Women, Child and Nutrition have issued a circular to the effect that those of the employees in their departments who continue to be illiterate should be made literate under Mass Programme of Functional Literacy.

* Academic and Technical Resource Support

- Training learning materials are being standardised in shape, size, colour etc. by the SRC. The literacy primer has already been revised to include the message of National Literacy Mission. Few supplementary readers have also been brought out on the occasion of the Nehru Centenary Year.
- The participative methodology of training aptness Learning for Participation brought out by the DAE, GOI has been translated by the SRC. A film on teaching of the primers has also been prepared.
- The State Mission Director has issued instructions to all projects to use excellent material prepared by the SRC.
- Higher number of District Institutes of Education and Training have been sanctioned in Rajasthan. The District Resource Unit for Adult and Non-formal Education will be set up as an integral part of these DIE's.

* Technology Demonstration

- Jhikar and Silar have been selected as model districts.
- 38 solar packs have been installed for border area districts at Adult Education Centres.
- 63 packs are in the process of being installed.
- In addition to supply of TV set to JSNs, Cassette Tape Recorders have been supplied and are being used in every project.

Field Impressions

During my stay at Jhun Jhunu, I reviewed the pace and progress of implementation of both the centre based as well as the individualised Mass Programme of Functional Literacy in the office of District Adult Education Officer. I also addressed a gathering of development functionaries, adult education functionaries and other functionaries in jails, homeguards, railways and Sainik Boards in a meeting organised by the Collector and District Mission Leader—Shri Manohar Singh. Later, in the afternoon, I visited three adult education centres and one JSN at Nuah and three adult education centres run by the Nehru Yuva Samangathan in Chidawa Panchayat Samiti. The following is an analysis of the plus and minus points of the programme emanating out of these field visits :

Jhun Jhunu has a total population of 12.11 lakhs, of which, rural population is 9.6 lakhs. It has the same percentage of literacy as that of Bikaner, i.e., 28.61 and has the same percentage of female literacy as that of Rajasthan, i.e., 11.42. The more serious aspect of the problem, however, is that compared to the total strength of adult illiterate population, i.e., 2.42 lakhs, it has a very limited area which has been covered by the on-going programme of adult education. Illustratively, there are 5 sub-divisions and 8 blocks but the district as a whole has only one Rural Functional Literacy Project which was introduced in 1978-79 and covers only 3, out of 83, Panchayat Samities of Jhun Jhunu, Alsisar and Udaipur Wati. As against a total literate population of 72,000 in the 15-35 age group in these 3 Panchayat Samities, it is not precisely known as to how many have been made literate as a result of RFLP being in operation during the last 10 years. The trend-analysis would, however, go to indicate that not more than 50,000 would have been made literate. I was given to understand that the programme has been implemented earlier in scattered villages and by fits and starts. If the programme would have been run more efficiently in a compact and integrated manner, more persons would have been covered and would have been made literate by now. It is indeed an irony that the district, which has produced all the rich magnates in the industrial and business field namely, Birlas, Singhanlas, Dalmias and Bagrias, should be having such a low rate of literacy and such a large uncovered area. While addressing the gathering at Jaipur on the occasion of inauguration of the newly constructed building for the Director, Adult Education on 23-11-1988, HRM had referred to this irony and had referred to their social obligation towards eradication of illiteracy. Till date, however, there is no evidence as to whether these persons and affluent sections of society have responded to HRM's appeal to go and work in these areas in the direction of eradication of illiteracy.

The action plan for complete eradication of illiteracy for Jhun Jhunu district indicates that sizeable

areas have remained uncovered and has focussed the perspective plan for the coming years as below :

- Chidawa Panchayat Samiti to be entrusted to Nehru Yuva Sangathan.
- Khetri and Guhana Panchayat Samities—two projects being thought of for involvement of Ex-servicemen.
- To more Panchayat Samities to be covered by two good and reliable voluntary agencies, who have also been identified. They are, Gram Vikas Samiti and Vinodini Mahavidyalaya.

Despite severe limitation of geography and topography as is evident from the sandy tracks, scattered location of basties involving long distances, scarcity of water sources, scarcity of fodder for the cattle etc. and also the fact that there is no instant demand and appeal of literacy amongst the people in these rural areas, a number of steps have been taken by Shri Radhey Shyam Sharma, Project Officer (RFFLEP) who is acting as DAEO for creating literacy and learning environment and for mobilising the support of the media and the community. These are :

- Issue of a monthly newsletter Nayvi (Chetna in Devnagri).
- Good liaison with AIR and Doordarshan.
- A cooperative and supportive local press.
- Organising marches, Padyatras, Gram Samelan and Jathas (8 in number so far, with the participation of about 3000 people).
- Mobilising the support of railways, homeguards and ex-servicemen to impart literacy.
- Maintaining excellent liaison with the district administration for proper implementation and coordination of various literacy programmes.

Personal interest and initiative evinced by the Collector and the District Mission Leader has strengthened the programme in the district to a very large extent.

Plus Points of the Centre-based Programme run by the State Government

- Women are participating in the programme in large number.
- Attendance is regular and ranges on an average from 20 to 25.
- The AEC is not only a centre for learning but also a centre for rest and recreation for women and children and also a centre which promotes national integration. It was a delightful and inspiring example to find women at one of the AECs, Nuah, belonging to the minority community (who are otherwise reluctant to allow their women and children to go to the school—both formal as well as non-formal) singing in chorus an invocation song dedicated to Saraswati.

— The children and girls also find it much easier and more natural to learn along with their mothers.

— There is a sense of pride, joy and immense satisfaction in learning and being able to perceive the benefits of learning from stage to stage. This was evident in most of the AECs which were visited.

— Age is no bar for learning. Most of the participants attending the AEC run by the Western Railway at Jhunjhuni railway station were found to be above 5 years. Most of them belong to the category of gang coolies and mates working in railways, come from a low strata of the society and yet were found to learn with lot of natural enthusiasm and devotion.

— Formats have been designed by the Directorate of Adult Education, Rajathan to keep a close track of the attendance, supervision, inspection and progress of learning from stage to stage.

Minus Points (AEC)

- Evaluation of learning outcomes being conducted in the shape of a test but the same is not being recorded.
- There is a backlog in training of the instructors. Besides, the instructors are found to be leaving their honorary job at odd intervals and training of new instructors is taking time. During the interregnum, the untrained instructor is not able to properly communicate with the learner and is not able to impart literacy in a manner which will bring the entire learning experience in tune with the philosophy and spirit of NLM.
- There is need for supply of much larger number of posters to the adult education centres than now.
- Some of the teaching aids like black-board, slate and lead pencil were found to be of inferior quality.
- Involvement of development functionaries in implementation of the programme has been, by and large conspicuous by absence. The instructors have not been able to personally contact the development functionaries at the village level to persuade them to attend the programmes in the adult education centres which could have imparted an altogether different character to the programme.

Plus Points (Jana Shiksha Nilayam)

- Learners from all sections of the society are assembling at the JSN during day time and are making use of the books, journals, periodicals and newspapers.

- They are from different communities and faiths, many have learning disabilities such as, vision problem due to hypermetropia and are fairly old. But, they were found to learn with zest and joy, with ebullience and enthusiasm.
- The library is stuffed with reading materials on history, geography, fiction, religion, biography, autobiography, national integration, health hygiene, sanitation, rural development etc.
- By and large, they are well illustrated, of good print and are delightful reading materials which have been procured from a variety of sources.
- The Prerak is an ex-serviceman, belongs to the minority community and, though untrained, was found to be evincing keen interest in organising the activities of the JSN.

Minus Points (Jana Shiksha Nilayam)

- After a vacuum is created due to the Preraks leaving their assignment (after getting better jobs) and the activities of the JSN suffer during the interregnum and also due to delay in selection and training of the new Prerak.
- No arrangement for opening the library has been made during the period when the Prerak goes to the villages on supervision duty.
- Many other activities of JSN namely, evening classes for upgradation of skill, Charcha Maudal, cultural and recreational activities are yet to begin.
- Except for a harmonium, which is lying unused (as there is no volunteer well-versed with music), no other musical instrument or sports material have been procured.
- Women are conspicuous by their absence. It was given to understand that due to the Purdah system still in vogue, women are not easily allowed to go out unless there are JSNs exclusively for women.
- Development functionaries are conspicuous by their absence. In the absence of these functionaries no simple and short training programme could be started.

(These limitations notwithstanding, the new institution of JSN has brought a new wave of enthusiasm, awakening and awareness among the people in rural areas of Rajasthan, has promoted a natural urge to learn continuously and also to participate in the community affairs.)

Visit to AECs run by Nehru Yuva Sangathan Plus Points

- The 100 Centres sanctioned in favour of NYK have been made operational in a very short time. Training of all functionaries has been completed in December, 1988 and teaching learning materials as also the teaching aids have been procured and supplied to all the centres. Proper accounts have been kept of

theses projects at the Office of the Youth Coordinator, NYK, Jhunjhunu

- Bilot, the Youth Coordinator as well as the Assistant Project Officer were found to be full of enthusiasm and zeal for this programme which was handled by NYK in 1978-79 and 1979-80, had been discontinued thereafter and was again revived in 1988-89. This has added a new impetus to the activities of NYK.
- Attendance in the adult education centre visited is steadily ranging between 20 to 25. The Youth Coordinator and the Assistant Project Officer have reported that in many centres it is 30 or even more.
- The attendance is reported to be regular in a majority of the cases which was also evident from the attendance register.
- The location of the AEC and selection of the instructor has been done with lot of care and in consultation with a cross section of the village community.
- Villagers are aware that a centre is running in the village and in one of their households. They feel immensely happy about it and willingly participate in its activities.
- Well-to-do learners have made available a portion of their residence for running the centre. In other words, the programme has instilled a sense of community participation.
- Teaching learning materials (primers, exercise book, Abhyas Pustika etc.) have been obtained from the State Resource Centre and have been supplied to the learners. The teaching aids (roller boards, slates, lead pencil etc.) have been procured from other sources.
- Many boys and girls, who would have otherwise gone to school at the school-going stage, find it convenient to attend the AEC along with their parents. They find the AEC a centre of relaxation and joy and many are able to learn with ease.
- Many learners, particularly the girls, are very clear about the need for and outcome of learning i.e. reading and writing letters, counting currency notes and coins and managing the household etc.
- The AEC in case of Scheduled Caste Community is located in Harijan Wada and the instructor has been selected from amongst that community.

Weaknesses

- Teaching methodology is alphabet oriented. The instructor does not start the lesson with something which will be appealing and which will be of direct interest and relevance to the learners' life. She/he does not lead the discussion. The present methodology promotes memorisation and cramming, which is not desirable.

Some instructors are leaving their honorary job after getting selected for a regular job. This causes dislocation of the teaching learning process as it takes quite some time to select a substitute, to impart her/him necessary training and to have her/him interested in the process.

Teaching aids like charts, posters etc. have not been provided in sufficient number. Imparting teaching with the help of such aids would make the exercise a lively one.

Development functionaries at the village level have not evinced enough interest in the activities of the centre or participating in training of the functionaries. The instructor has not taken any initiative in this regard.

Members of the Scheduled Caste community have been victims of social discrimination and economic exploitation. Many of them work as building construction workers and farm labourers but are not assured of a living income. Illustratively, about 30 quintals of Bajra per annum, for an average family of 5 would be required for bare subsistence. Bajra in Rajasthan is used for breakfast, lunch and dinner. Due to severe drought during the last 4 years and due to the failure of the crop, enough Bajra was not available for consumption. (This means taking loans, debt advances which leads to many undesirable consequences). Although, the average daily income for most of the adult learners belonging to the Scheduled Caste Community ranges between Rs. 15 to 20 (Notified minimum wage being Rs. 20 for 8 hours of work), this is not enough for bare subsistence, on account of rapid increase in the cost of living. The unemployment and earning is also not regular. There is no scope for saving. Parents are forced to send their children either for sheep or cattle rearing at a tender school-going age, much to the detriment of the evolution and growth of the child's psyche and personality. Both the parents as well as the children lack leisure and freedom for learning except after 8.00 p.m. when they are able to attend the adult education class.

Specific suggestions for improvement

(i) A meeting of the Council of SLMMA should be convened immediately under the chairmanship of Chief Minister of Rajasthan. In addition to the members, all ministers who are in charge of development departments, the Chief Secretary and the Development Commissioner and Secretaries and Heads of all development departments should be invited to this meeting. The meeting should discuss a complete plan for eradication of illiteracy for Rajasthan as a whole, on the one hand, and should give necessary direction for involvement of all development departments in adult education programme in a manner which will help in pulling of

resources from a variety of sources to make adult education meaningful.

The Perspective Plan prepared for the districts gives to show that a sizeable area has remained uncovered and there are not enough resources for covering the uncovered gap. In view of this, we have to go in for a large scale volunteer-based programme covering volunteers from all sections of society. A good beginning has already been made in this regard by the Government of Rajasthan. Effort should be made to expand it further and make it as encompassing as possible. Illustratively, volunteers can be identified even within the existing departments of Government autonomous and statutory bodies, corporations etc. These volunteers could work for imparting literacy to the adult illiterates in their respective departments, corporate bodies, autonomous bodies etc. In the rural areas, in addition to volunteers from rural local bodies, panchayat management and staff, Panchayats, non-student educated youth volunteers, boy scouts and girl guides, members of the youth clubs of the Nehru Yuva Sangathan and other youth bodies could also be mobilised and deployed for imparting literacy.

(iii) To the extent possible and to the extent resources permit, the State Government should go in for a larger number of SAEPs to bridge the uncovered gap to some extent. Simultaneously, the existing disparity in the rate of honorarium between the instructors of RFLP and those of the SAEP should be removed.

(iv) Proposals for identifying 13 projects in 13 blocks in Rajasthan, to be entrusted to ex-servicemen, should be finalised and sent by 20th April, 1989.

(v) Proposal for complete eradication of illiteracy in Ladnoon Tehsil by Jain Vishwa Bharati should be formulated in the light of discussions I had with Director, DAE and DAEO, Nagaur and other officials of Jain Vishwa Bharati during my last visit to Ladnoon on 26 February, 1989 and the proposal should be submitted by 20th April, 1989.

(vi) The homeguards have started involving themselves in literacy action with lot of zest and zeal. The scale of involvement, however, continues to be very limited. This may be gradually expanded to cover the whole State. Given the direction, orientation and training, the homeguards could render a very useful service in this field.

(vii) The various deficiencies and shortcomings in the teaching learning process, as observed in the report under the head 'Weaknesses' (both in respect of the programme implementation by the State Government as well

as NYK), should be taken note of and corrective measures provided through proper orientation and training to the functionaries.

(viii) The theme of the basic literacy primer captioned "Ram Ram Sa" is related to drought and famine in Rajasthan. This was designed in the early part of 1988. There has been a sea change since then and conditions have considerably improved due to a good monsoon during 1988-89. Although, as reading and writing material it is first rate and is totally in tune with the prevailing life style, manner and customs of Rajasthan, it needs to be reviewed in the light of the changed conditions. The revised primer could speak of drought famine and scarcity conditions as also of normal times and relevance of literacy and numeracy both during crises as well as during normal times.

(ix) In view of the low rate of literacy amongst women in Rajasthan, getting services of woman instructors who will be having the minimum educational qualification and would also be otherwise suitable for imparting literacy, is extremely difficult. In view of this, the educational qualification in respect of woman instructors and Preraks will necessarily have to be relaxed in rural areas and particularly in areas having concentration of Scheduled Tribes. In order, however, to maintain the quality of teaching learning skills, it is necessary that continuing education through correspondence courses, short-term training programmes to be repeated in every 3 to 6 months, refresher courses etc. be organised for these functionaries.

(x) In view of the specific problems and difficulties experienced by adult learners belonging to the Scheduled Caste community, effort should be made to solve some of these problems which will contribute towards better employment and wages so that they can have the leisure and freedom to pursue avocation like literacy. Simultaneously, all out effort should be made to remove the present state of social discrimination. This should be possible if adult learners belonging to the Scheduled Caste Community are allowed to the AECs meant for other caste Hindus and opened in the main basties. Simultaneously, we should also think of opening places of public worship, sources of

drinking water, places of community recreation etc. to members of this community so that eventually adult education centre could also be a centre of emotional and social integration.

Perspective for the future

Rajasthan is the first State in the country to have prepared detailed districtwise action plan for all the 27 districts by June, 1988 itself. These plans have projected the magnitude of the problem of adult illiteracy and the resources required—human, material and financial, for complete eradication of illiteracy and the time span for such eradication. These plans indicate that the yearly average rate of enrolment comes to about 3.5 lakh learners. Assuming that only 60 per cent of the total number of learners enrolled are able to attain the desired level of literacy, it will take at least 35 years to make the 69.39 lakh adult illiterates literate. The State has at present 32 Rural Functional Literacy Projects of 300 AECs each and 14 SAEPs of varying sizes. As on date 22 voluntary agencies have been assigned 20 projects and 2500 centres. This leaves a large uncovered gap in most of the districts. The State has been passing through a severe structure of drought and famine conditions for 4 years in quick succession (till 1987-88) and does not have the resources to go in for any large-scale expansion of the centre based programme. Although the State has a good voluntary base and more voluntary agencies could have been assigned projects than now, the State Government has adopted (and rightly so) a selective approach in the initial selection and scrutiny of the proposals from the voluntary agencies. In view of this, the only conceivable way of dealing with the task of total eradication of illiteracy is to go in for an extensive Mass Programme of Functional Literacy involving both student and non-student volunteers, as is being done in Karnataka. The State Government has rightly perceived the need for enlarging the base of MPFL and has taken a decision to involve 2 lakh school students (from Class IX to Class XII) in National Literacy Mission from 1989-90. This is a very bold and welcome step and if properly implemented, could yield immense dividends. Simultaneously, the State Government has also started enlisting cooperation and support of various other agencies such as urban and rural local bodies, ex-servicemen, prison management and staff etc. to give a push to the Mass Programme of Functional Literacy. Given the right type of orientation and training and with the adoption of area approach and its integration with other development programmes, it is hoped that the Mass Programme of Functional Literacy, in its expanded form, would be able to achieve some major strides towards the goal of eradication of illiteracy in the state.

X
TAMIL NADU

TOUR IMPRESSIONS ON VISIT TO TAMIL NADU FOR REVIEW OF NATIONAL LITERACY MISSION (14TH & 15TH FEBRUARY, 1989)

I had been to Coimbatore on 14th February, 1989 to deliver the keynote address in a Regional Symposium on 'Adult Education and Spoken Languages' organised by the Bharathiar University. In the course of this visit I had attended a meeting of the Co-ordination Committee of the Coimbatore T.D. district under the Chairmanship of Collector and had also visited a Krishi Vigyan Kendra run by the Avinashilingam Home Science College to interact with the Animators and a large number of neo-literates. Later I went to Madras and took up a review of the pace and progress of implementation of National Literacy Mission in the office of the Director, Adult Education and Director, State Resource Centre. Placed below is an analysis of the strength and weaknesses of the programme (obtaining from my tour impressions) with specific suggestions for improvement in the various key areas of NLM.

Strength : Administrative Infrastructure

I. A State level Literacy Mission Authority was formed in June 88 with the Adviser to the Governor as the Chairman. This was during the President's Rule. (Now that a popular Ministry has been formed, the same needs to be reconstituted with the Chief Minister or the Education Minister, as the case may be, as the Chairman).

II. Similar Advisory Councils have been formed in all the districts with the District Collector as the Chairman.

III. The Director, Non-formal and Adult Education has been appointed as the State Mission Director since 14-7-1988.

IV. All District Collectors have simultaneously been appointed by the State Government as the District Mission Leaders.

V. The office building of the Director, Adult & Non-formal Education has been constructed from out of the prize money awarded to the State Government in 1983 for outstanding work in Female Literacy. This has provided a good physical working environment for the office of the State Mission Director.

VI. The Director, Adult Education has formulated a detailed perspective plan showing the yearwise and agencywise coverage from 1988-89 to 1994-95 (with a view to achieving the coverage of 42.56 lakhs) as also the requirement of JSN. The total financial requirement projected under this Plan would be of the order of Rs. 101.35 crores.

VII. Similar perspective plan showing yearwise and agencywise coverage from 1988-89 to 1994-95 for all the 20 districts has been prepared.

VII. Different agencies have been allocated specific areas for operation. The DAEOs have been made responsible for allocation of areas between different agencies.

IX. A schedule of inspection and review of the Programme has been drawn up for the Officers of the Directorate and all field offices have been covered during 1987-88.

Project Coverage and Management

I. There has been a progressive increase in the number of Projects and AECs in respect of both RFLP and SAEP between 1979-80 and now.

II. With the exception of Bihar, Tamilnadu is the only State where a sizeable number (152) of Projects have been sanctioned under SAEP which are almost 6 times the number of RFLP (27). A major disparity between RFLP and SAEP which remains till date is in the number of AECs (while it is 300 in respect of every RFLP, it is 100 in respect of every SAEP).

III. AECs (both in respect of RFLP and SAEP) are being opened on the basis of surveys conducted and after identifying the number of adult illiterates. Each AEC (in respect of a project) is serially numbered.

IV. Educationally backward districts like Dharmapuri and South Arcot have been given prominence in location of projects and centres.

Training of Adult Education functionaries

I. The DAEOs and the POs of the 2 TD districts (Coimbatore and Salem) have been given orientation training by the DAE, New Delhi.

II. Orientation has been imparted to the master-trainers identified as such numbering 60 for a period of 10 days.

III. Similarly induction and re-orientation training to all the field functionaries has been imparted according to the design given in the project pattern.

IV. In addition to the State Resource Centre, a good number of development departments (such as Health, Family Welfare, Rural Development, Agriculture, Animal Husbandry etc.) are being involved with the training programme of field functionaries.

V. Training programmes are being conducted according to the same participative methodology as has been designed in the Training Manual captioned, 'Learning for Participation' published by the Directorate of Adult Education, Government of India, New Delhi.

Involvement of VAs

I. Although the number of VAs involved in NLM in Tamilnadu is small, the overall approach to their involvement is positive. The DAEOs have been requested to identify good and reliable VAs and to process applications received from VAs with speed. The maximum time taken by the Directorate in processing an application is 10 days.

II. All possible constructive guidance and help is being given to the VAs for preparation of their area operation plan.

III. Contrary to general impression, couplets of a good VAs have been identified in educationally backward districts like South Arcot, Nilgiris and Dharmapuri on account of these special efforts.

Academic & Technical Resource Support

Introduction

I. In the Tamilnadu Board of Continuing Education which was established in 1976 on account of the initiative of Dr. Malcolm Adisesiah, the then Vice Chancellor, Madras University. We have a State Resource Centre which has made valuable contribution by way of (a) production of standard teaching learning material (b) training of functionaries (c) environment building (d) research during the last 12 years since inception.

Basic Literacy Primer

II. The entire process of material production is participative. All the staff members sit with the Programme Co-ordinator in charge of material production in the SRC to interact with him and assist in material production. A Directory containing names of 45 resource persons for training on a representative basis (covering all the 4 regions of the State) has been prepared. Separate workshops (each of 6 days' duration) are organised at the Central and Regional level for designing preliteracy as well as literacy materials. The participants are told as to what exists at present and what is expected of them in designing standard materials conforming to NLM objectives. About 200 functional words which are used in a particular region and which pertain to a specific theme (in the area of agriculture, animal husbandry etc.) are collected and sent to the resource persons asking them to certify that the word(s) continues to be used and there is no change. The participants of the workshop develop the key words to alphabet which are illustrated with the help of a picture. The primer designed by the SRC earlier started with a picture. It proceeded to the key word and from the key word to the alphabet. The teaching of the alphabet was done through the exercise book. The present exercise book deals with the practice of alphabets leading to practice of words and phrases and eventually leading to practice of sentences (by the fourth lesson). The sentences are related to the words and alphabets learnt earlier. From the 7th lesson the primer deals with certain exercises which are of direct interest and relevance to the life of the learner. The key sentence (relating to a functional theme like agriculture) is given in the

lesson which is supplemented by detailed instructions in the Instructors' guide and instructors' manual.

Supplementary Readers

III. The SRC has brought out a number of supplementary readers on a variety of themes which are of topical interest such as :

- (a) women's equality through food, dress, thought, action, wages, rearing of children etc.
- (b) food and hygiene—how food is prepared and preserved, how to ensure cleanliness in the kitchen, how to ensure community sanitation etc.
- (c) health and family welfare—pregnancy, maternity protection, spacing etc.
- (d) protection and conservation of environment—food which we eat, dress which we wear, building materials which we use etc.
- (e) National integration.
- (f) Births and deaths.
- (g) Oral rehydration.

Additionally, 7 cards have been prepared on values of life such as probity, rectitude, diligence, acquisition of knowledge etc.

IV. Pretesting of materials

A systematic procedure has been evolved for pre-testing which has yielded positive results. Soon after the proto-type of a primer is developed it is taken to the clientele (both pre-literate and neo-literate) for their comments. Time taken by a neo-literate for reading a letter or word or sentence is reduced to writing (not tape recorded as the same is resented by the learners) by the resource person. If the neo-literate states that the words are not commonly used, a wider cross section of the community and the animators are consulted about the words which are commonly used before finally selecting the words.

V. Designing titles for neo-literates

Twenty one titles have been designed, published and made available to the JSNs. An additional 120 titles have been designed and are in the process of being finally developed through a workshop. Their content spans a wide area such as (a) health, hygiene and sanitation (b) health, family welfare, maternity protection, immunisation, child care (c) conservation of the environment (d) biography of important leaders.

VI. Training Materials

The SRC has designed a number of training modules on (a) Instructors (b) Preraks. These deal with different phases of training as illustrated below :

1st Phase

This is designed to essentially highlight (a) crisis or predicament or hazards of illiteracy.

(b) how to impart conviction—first to the literacy worker/animator and then to enable him/her to carry conviction to the learner.

(c) literacy profiles of Tamilnadu.

(d) socio-economic characteristics of develop and under-developed countries and their correlation with literacy.

(e) Adult Education Programme and salient features of NLM.

IIrd Phase

How to organise an adult education centre—place, needs of the community, mobilisation of local resources.

IIIrd Phase

How to use preliteracy materials, what are the methods which could go in for use of these materials, how to motivate the preliterates and the community.

IVth Phase

Monitoring and record keeping.

Vth Phase

Evaluation of the programme including evaluation of the learning outcome.

VIth Phase

Method of teaching—how the literacy worker should comprehend reading and writing skills of the neo-literate—how to prepare the learner for articulation—how to conduct question answer session—how to conduct a discussion—how to use primers and teaching aids etc.

All the modules have been very well perceived and well designed.

Biliteracy

Spoken form and standard form of Tamil do not vary much. There is slight variation in regional dialects. The field functionaries list out the words in the spoken form of the language and include them in the class teaching of the AECs. Bilingual Primers in Telugu, Kannada and Malayalam are being procured from the neighbouring states and used in AECs.

Post Literacy & Continuing Education

I. Seven hundred JSNs were sanctioned during 1987-88 and 150 during 1988-89. Location for 700 JSNs has been finalised. All possible avenues such as Panchayat building, School buildings, temples and private buildings have been explored for ensuring a proper location of JSNs.

II. A Selection Committee under Chairmanship of DAEO with the POs of RFLP and SAEP has selected 700 Preraks of whom 338 are women and 163 belong to SC Community. While 194 Preraks are graduates, 492 have read upto class X.

III. First phase of training of the Preraks for a period of 10 days has been completed. Training

was imparted at the project level with the help of 62 Senior Project Officers who acted as resource persons and who were trained by the SIC. Training materials were supplied by the SRC to the DAE.

IV. Training of 175 Preraks of VA: by the SRC revealed that those who are matriculats and above in educational qualifications look forward to jobs elsewhere while those who have read upto class X are positive, responsive and deeply committed.

V. The letter communicating the sanction of JSN for 1987-88 was issued by the Government of India in March 88. The State Government accorded its approval to this new concept in September 88. Without waiting for this, however, the Director, DAE took advance action and initiative to train 6: Senior Project Officers as Resource Persons (by the SRC) in which 1 PPOs of all RFLPs and SAEPs had participated. As a result of this initiative and effort complete information (data base) about all JSN is available in the EDAAE in the following form :

- name of the village where the JSN is located.
- name of the feeder villages with population.
- number of AECs and serial number of AECs (in respect of each project).
- distance of JSN from the feeder village.
- total population of all feeder villages.
- whether the JSN building is electrified.
- Type of building.
- Availability of support services facilities :
 - * Library
 - * Community Radio/TV
 - * Primary Health Centre
 - * Animal Husbandry
 - * Co-operative society/Bank
 - * Youth Associations/Mahil. Mandals
 - * Facilities for small saving
 - * Family Welfare

VI. Mobilisation of activities in JSN

—Evening Classes for upgradation of skills being held 3 c ddays a week with average attendance of 25.

—Chhaarcha Mandals are being organised on a variety of themes which are mostly development oriented. The preraks leads the discussion.

—About 1000 books under different heads such as physical environment social studies, biographies, fiction, health, hygiene, sanitation, income generating vocations, recreation, national values etc have been procured from different sources and supplied to the libraries of JSN. Periodicals and Newspapers in the Regional languages are also being supplied to the neoliterates in the reading room attached to JSN.

—All the headlines of regional newspapers are written on the black board/roller board kept in the

JN. Additionally, pamphlets from a number of development departments have been procured and supplied.

The organising ability and historic talent of rural youth are being tapped to organise cultural programmes and games sports.

A series of vocational skills are being imparted which are of direct interest and relevance to the learners' daily lives.

Mass Programme of Functional Literacy

I. A State-level Steering Committee for mass programme of functional literacy under the Chairmanship of Special Commissioner and Secretary, Education Department has been formed. The first meeting has been held on 4-7-1988.

II. There are 1.4 lakh N.S.S. Volunteers in the University College and School of Tamil Nadu of which 23,90 N.S.S. volunteers from the University and 1,00,000 volunteers from the higher secondary schools have been involved in the Mass Programme of Functional Literacy.

III. Over 4.5 lakh students studying in VIII standard and above of high and higher secondary schools, about 1 lakh students are proposed to be involved in MPFL in 1989-90. As a step in this direction, a meeting of the heads of these schools in the 2 TD districts of Salem & Coimbatore has been held in October-November 1988.

Evaluation of Learning Outcome

The evaluation of learning outcome is taking place at the end of 4th, 6th and 8th month in a systematic and periodic manner. The rate of achievement of the learners on the basis of the available reports ranges between 55% to 75%. The tools which are being applied for evaluation are :

1st Level—Literacy (4th Month)

- identification of alphabet
- identification of words/letters
- reading words/letters
- rearranging the alphabets in a word in a proper order to convey the proper meaning.
- filling the blanks
- formation of words with alphabets.
- writing sentences.

2nd Level—Numeracy

- identifying the numerals with reference to the word.
- identifying the number with reference to the number to be written in a square
- filling in the blank
- simple addition (single digit)

3rd Level—Literacy (6th Month)

- reading of sentence.
- reading of simple paragraph.
- comprehension.
- filling the blank.
- word dictation—writing connected words.
- transcription.

4th Level—Numeracy

- writing the number
- replace volumes.
- 2 digit addition and subtraction.
- finding out timings.

5th Level—Literacy (8th Month)

- comprehension (question answer about of a story)
- writing out answer.
- reading a newspaper and writing about what they have comprehended.
- writing the postcard.
- filling up the money order form.
- picture composition.

6th Level—Numeracy

- mental sums.
- addition 3 levels.
- single digit multiplication.
- weights and measures.
- calculation of time

The tools for evaluation of learning outcome have been imaginatively and skillfully designed and have been built into the curriculum of training; of the Preraks.

Although the tools for evaluation of the components of functionality and awareness have not been designed, the assessment of the components is done by the Instructors through the following :

- Close observation.
- Learners' co-ordination and commitment in awareness building activities.
- Instructors' visit to Learners residence.
- Learners' behavioural and attitudinal changes.
- Learners' involvement in development programmes and benefits attained.
- Question answer on awareness building issues.

District Resource Units

As a measure of decentralisation of academic and technical resource support at the district level, 7 District Institutes of Education and Training with 77 District Resource Units have been sanctioned and have been fully operationalised. DRU officials have been asked to prepare district profiles during 1989-90.

Media Coverage and Support

I. AIR Stations at Madras, Trichi and Tirunelveli are broadcasting adult education programmes 5 days a week in shape of story, dialogue, songs, plays, features and learners' quiz programmes.

II. Madras Television is having a regular programme on adult education for 15 minutes once a week.

III. Dinomalar, a Tamil Daily is giving wide coverage to the activities of the adult education programme in addition to publishing a special column on adult education every Sunday.

IV. Programmes of Villupattu, a folk art form of Tamilnadu is being organised in selected centres by the SRCC by utilising the services of a renowned artist.

V. Two-in-one has been supplied to all Preraks for recording the AIR programmes and making them available to the neoliterates.

Operationalisation of Post Box No. 9999

This is in the process of being operationalised in consultation with the PMG, Madras.

Weaknesses

Administrative Infrastructure

—Although the plan scheme for strengthening the administration of adult education at the State and district level was reviewed, revised and communicated to all State Governments in April 1988, this is yet to be implemented by the Government of Tamilnadu (this is still being processed with their Finance Department). This shows that there is no time management (the response time being delayed by 8 months).

—The following are the deficiencies of the present staffing pattern in the office of the Director, State Literacy Mission :

- (a) Considering the size of the state and magnitude of the problem of adult illiteracy (42.56 lakhs as on 1-4-88), the staffing pattern at the state and district level is inadequate.
- (b) Although it is a fully centrally funded scheme and meant for AE work, the services of Officers and staff at the state and district level which is limited are being utilised for NFE work.
- (c) The distribution of work among the Officers at the State Directorate is lopsided and there is no integration. Illustratively, one

Office has been assigned aspects of taking of V.s. One Officer has been assigned post literacy work of SAEP while another has been assigned the work of JSI. These could be easily combined.

Project Coverage and Management

Although, the RFLP and SAEP are in existence since 1978-79 and there has been progressive increase in the number of projects and AEs, the following deficiencies in Project coverage and management are out in course of review :

- (a) All the Panchayat areas in the State have been covered partially.
- (b) Large number of illiterate have been left out in many villages where the projects have been implemented. This is contrary to the principle of area approach.
- (c) The Municipal towns have not been covered till 1978-88.
- (d) Although SAEPs are larger in number (15) than RLPs (27), the SAEPs do not have an AO and a vehicle.
- (e) Though the revised pattern of RFLP was adopted by the State Government in September 88. This has been implemented in a truncated manner in as much as gainst 3 additional posts of APOs, only 2 additional posts have been allowed to be filled up and the 3rd post has been kept in abeyance for the time being (makerover for payment of an extra Rs. 00/- to Prerak (so that the honorarium which was payable to the Supervisor could be sustained at the existing level).
- (f) The average number of persons enrolled in RFLP and SAEP is 34 which appears to be improbable.
- (g) Despite this high enrolment figure, the drop out is high and retention low and the wastage is more than 50%. This should have been a matter of concern for the State Government.

Academic and Technical Resource Support

The Tamilnadu Board of Continuing Education was recognised as the State Resource Centre in 1983 and has been designing prototypes of teaching learning materials since then. The Director of Adult Education has also developed production unit and has been undertaking the same activity since then. It is not easily intelligible as to why this single activity is being undertaken by 2 units simultaneously when it could be directed by one body and when the SRC has been specially created for the purpose of providing academic and technical resource support to the adult education programme. Besides, the time of the Director AE is limited and very precious. A portion of this time is being consumed by the NFE programmes. Whatever little is left could be utilised in tightening and strengthening

administration. Instead, it is being devolved to making the work of a Production Unit : : a and to scoping of the work relating to production of of of teaching materials, a function, which is in the jurisdiction of the SRC. The following deficiencies flow from this process :

- There is avoidable duplication of the same kind of activity being implemented by 2 bodies.
- There is a great deal of disparity in the methodology adopted by the Directorate and the SRC in designing the teaching learning materials.
- This gives rise to great deal of confusion in the field.
- An evaluation of the quality of materials has not been done by an independent and technically competent agency.

The Tamil Nadu Board of Continuing Education which has been recognised as the SRC w.e.f. 1.1.1978 suffers from the following management and policy related constraints :

- The revised staffing pattern was communicated to the SRC in April 88 and was approved by the Board in May 1988. Till date, however, the revised pattern has not been implemented.
- There is only one primer brought out by the SRC and the content appears to be inadequate. Areas of national concern have not been incorporated into the primer.
- There is no separate primer for numeracy. The content of numeracy primer is being covered through flash cards and single sheet of paper related to the theme of weights and measures.
- There is scope for more illustrations and pictorialisation in both the primer as well as the supplementary readers.
- There is scope for improvement in the quality of print.
- There are 3 supplementary readers on health and family welfare and a number of cards. They could be easily incorporated into one primer.
- The components of personal and community health, how to conserve the environment and what are the consequences of deforestation and degradation of environment need to be illustrated in more vividly in an appealing manner.

Quality of Materials for Continuing Education

- The quality of certain materials designed for neo-literates and procured from a private publisher leave much to be desired. The quality of print is poor, sentences are long and there is very little inspiring content.

- There is a network of public libraries in Tamil Nadu. In view of this extensive need and absence of a large number of well-visualised and well-illustrated titles (which are yet to be developed by the SRC), these should have been opened for use of the neo-literates which has not yet been done although we requested Chief Secretaries of all State Governments (including Tamil Nadu) to do so as early as December, 1987.
- There are 15,200 AECs under SAEP and we need (@ 1 JSN for every 10 AECs) at least 1500 JSNs to provide a complete linkage between basic literacy, post literacy and continuing education. This will have to be provided under the State plan outlay but no provision has been made in the State Plan for 1988-89 or 1989-90. Unfortunately, this has not yet happened.
- JSNs in city and urban centres are confronted with the problem of accommodation, space for running various activities and also lack of ancillary facilities. (It was reported that Preraks are required to pay rent for private buildings from out of their meagre honorarium and also pay advance to the owners of such buildings which is not returned to them).

Mass Programme of Functional Literacy

- Despite sincere efforts at the level of the State Government, the response of the Vice-Chancellors and Programme Co-ordinators to the initiative taken by Education Secretary and Director, Adult Education is not encouraging.
- Although as many as 1,81,602 literacy kits have been produced and supplied to the volunteers during 1986-87, 1987-88 and 1988,89, there is no feedback available as to how the kits have been utilised and what is the overall impact of the programme. As on date, about 40,000 literacy kits are lying unused in the godown of the SRC which apart from being a dead investment presents an unseemly spectacle. There is no indication if detailed action plans for involvement of ex-servicemen, prison management staff, primary school teachers, house wives, mahila mandals, banks, co-operatives and other institutions like Rotary Club, Lions Club etc. have been drawn up and if so, when and how they will be operationalised.

Monitoring and Evaluation of Learning outcome

- The monthly and quarterly reports of the PO to the DAE do not reflect the actual status of the learners' learning outcome. Only the annual report of the DAEO to the Directorate indicates this aspect in some detail. In other words, there is no reporting on the progress attained by the learner from stage to stage which in addition to improving the quality of monitoring would contribute to the motivation of the learner.

Although all the AECs are being covered at least once a month by the Preraks and the projects are being inspected by the DAEO, there is no indication if aspects relating to slow learning, disability in learning and other physical and environmental constraints in learning are being over seen in course of such inspection.

- The Monitoring format (from the PO to the DAEO) includes a column about involvement of development functionaries in the running of AECs. The reports received from the PO indicates that this important area has been badly neglected.

Observation on the Special Project 'OPERATION CENT PERCENT' Coimbatore entrusted to Shanti Ashram Coimbatore

Coimbatore is one of the 2 TD districts in Tamilnadu (the other district being Salem). This is a well endowed district which has a network of textile industries, universities, network of technological institutes, Chambers of Commerce and Industry, NGOs (Lions Club, Rotary Club, Voluntary Agencies) etc. The number of adult illiterates which was 3.9 lakhs has gone upto 4.95 lakhs in 1988 and is likely to go upto 5.25 lakhs by 1990.

The Director, DAE visited Coimbatore in April 1988 in connection with drawing up of a model plan of action for the TD district. He had met the Vice Chancellor, and senior functionaries of the Department of Adult & Continuing Education, Dr. Aram, ex-Vice Chancellor, Gandhigram University, and old and veteran Gandhian worker and President of Shanti Ashram, representatives of GRD Trust, another voluntary Agency of long standing and discussed with them the action plan for eradication of illiteracy in Coimbatore district. From his tour impressions, it was felt that we needed a Voluntary Agency of repute which could mobilise new agencies and institutions, co-ordinate the work of existing agencies and take up the responsibility for eradication of illiteracy in Coimbatore by 1991. Accordingly the Central Grant-in-Aid Committee considered an application of Shanti Ashram for taking up a project, 'Operation 100%, Coimbatore District' for eradication of illiteracy in Coimbatore district by September, 1990 and sanctioned Rs. 11.94 lakhs on 18-8-1988. The first instalment of Rs. 8.95 lakhs was released in favour of this Agency on 13-9-1988.

The work done by the Agency was reviewed by DS (AE) Sri A. Banerjee in October 1988. He had brought out series of deficiencies in implementation of the Project. These were reviewed further during my visit to Coimbatore alongwith Collector, Coimbatore and my finding are as below :

- Upto November 1988, adults in 15-35 age group in 4 villages of Sundakkiamatur, Naidenpalayam, Ayyampalayam and Palathurai have been made fully literate. This is only a small fraction of the total number of 481 villages to be covered by Sept. '90 and the achievement works out to be hardly 4.5%.

There are 21 CD Blocks in Coimbatore and Shanti Ashram was required to in 21 blocks meets with other NOs for their mobilisation in NLM. These meetings have not been organised yet.

The Agency was required to build up a data base and Rs. 1 lakh was allocated (as a part of Rs. 11.94 lakhs) to enable to acquire a computer. This system has not been acquired.

For mobilisation and involvement of a number of films, film strips, posters and other publicity materials are needed. There is no evidence of these materials to have been prepared.

Enough awareness does not seem to have been generated among the Voluntary Agencies and NGOs that Shanti Ashram, Coimbatore has been assigned a leading role in mobilising and co-ordinating the activities of other Agencies or NGOs in Coimbatore district. Even the sanction orders (2) have not yet reached the Collector, Coimbatore, who is the Chairman of the district level Co-ordinating Committee.

Specific suggestions for qualitative implementation of NLM in TAMIL NADU

- (i) (ii) The Plan scheme of strengthening the administration of adult education at the district level should be implemented without further delay.
- (i) (ii) The State Literacy Mission Authority should be reconstituted without further delay. It should be an executive body and not rely on an Advisory Council.
- (ii) (iii) The State Mission Director should be vested with sufficient administrative and financial powers. He should also be given ex-officio secretariat status.
- (i) (iv) It is necessary to have a top administrative planning for better utilization of the infrastructure created (by construction of a new office building for the Director, keeping in view the accommodation for the additional posts which are likely to be mentioned by the State Government in the plan scheme of strengthening the administration of adult education.
- (v) (v) The Dir AE has made out a scheme for utilisation of savings under RFL for purchase of certain basic tools and equipments essential for strengthening the administration at the State level (Director's Order number 3003/B/89 dated 18-1-1990). Home has granted such permission.
- (v) (vi) While procuring such tools and equipments the Dir AE should give thought to computerised MIS at the State level and work out a complete scheme for this purpose.

- (ii) The Director AE should work out redistribution of work among the Officers at headquarters in more rational and scientific lines to make it compact and result oriented.
- (iii) The Mission being time bound and time bound being in scarce, the service of Officers and staff sanctioned for adult education at the State level should be utilised as such and not diverted for other work (as is being done now).
- (ix) The area approach in Project Management should be fully respected. No project should be shifted from an area unless all the illiterates have been fully covered.
- (x) The project pattern in the SAEP should be the same as that of the RFLP. The revised pattern of RFLP should be fully implemented.
- (xi) All efforts should be made to bring down the wastage in project administration to the lowest possible extent.
- (xii) The State Government should seriously ponder over and take an early decision as to how soon they can entrust the responsibility of production of teaching learning materials to the Tamilnadu Board of Continuing Education (SRC for Tamilnadu) instead of duplicating this item of activity in the ID/DAE. In case it is not possible to wind up the publication unit, areas of responsibility may be clearly demarcated between the publication unit and the SRC and specific items assigned to it (instead of duplicating the same item of work).
- (xiii) Simultaneously, the SRC should rectify all the deficiencies in the content and process of production of teaching-learning materials which have been highlighted in this report (under Academic & Technical Resources & Support to the Programme-Weaknesses).
- (xiv) The Public Library System in Tamilnadu should be fully geared to meet the increasing need of neo-literates. The State Government should issue a formal order by which all Public Libraries should be open to all illiterates (both urban and rural areas).
- (xv) The State Government should make available the required funds under the State plan for setting up the required number of SN (1500) for providing a complete linkage between basic literacy, post literacy and continuing education.
- (xvi) In Madras City, the good offices of the Commissioner of the Corporation should be made use of for providing necessary accommodation facility and other recreational facilities of games and sports, music etc. to make the SNs viable. Similar co-operation of municipalities and NACs at other urban centres should be sought for making SNs operational in urban area.
- (xvii) The Shramikudyapeeths at Madras, Madurai, Coimbatore and Tiruchirapalli should involve themselves fully in literacy programmes by integrating functional literacy with vocational skills. They should go in for public donation for this purpose, if necessary.
- (xviii) The State level Co-ordination Committee for MPFL should meet regularly (it has met only once under the Chairmanship of Education Secretary, Govt. of Tamil Nadu to (a) review at length the performance of MPFL and (b) draw up the action plan for involvement of large number of students (including school students) for 1989-90.
- (xix) Similar reviews should be conducted by the Education Secretary, Govt. of Tamil Nadu on the involvement of ex-servicemen, prison management and staff, primary school teachers, house-wives, mahila mandals, youth clubs, Lions Club, Rotary Club etc. in NLM and detailed Action Plans for such involvement in 1989-90 should be drawn up.
- (xx) There should be a thorough analysis of the reasons for slow learning, drop-out, learning disabilities etc. and these should invariably form an integral part of the monitoring process at various levels.
- Similarly, the progress attained by the learner from stage to stage and the fact that the learner himself is able to perceive the benefits of learning should form part of the monitoring mechanism.
- (xxi) The State Government should issue clear and strict instructions to the functionaries of all development departments (through their concerned departments) that eradication of adult illiteracy is no longer the isolated programme of Ministry/Department but it concerns the whole nation and, therefore, they must make available their services to the adult education programme through:
- Visit.
 - Training as resource persons).
 - Sharing of knowledge and information among the functionaries.
 - Making available supplies and services (like an Angawadi centre, milk collection centre of NDD/milk cooperative society, sub-centre of PHC etc.).
 - Making the SN experiment a reality and a success.
- (xxii) The media coverage and support for NLM in Tamil Nadu, particularly, through television cannot be said to be appreciable. The

XI
UTTAR PRADESH

REVIEW OF IMPLEMENTATION OF NATIONAL LITERACY MISSION IN UTTAR PRADESH

DATE OF REVIEW : 6.8.1988

3. There are 205 lakhs of adult illiterates (15-35) in U.P. as on 1-4-1988. This is an approximate assessment of the magnitude of the problem of adult illiteracy which is based on a statistical and trend analysis. A statement carrying the break up of this number amongst the 57 districts of the state is enclosed.

4. Forty-five districts out of fifty-seven in the state have literacy percentage lower than the national average and the literacy rate among women is lower than the national average in 51 districts. Literacy rate of

women is 14.4% amongst scheduled caste is 14.9% and amongst their women only 9.6%.

2. The National Adult Education Programme was introduced in the State in 1980-81. An objective and dispassionate analysis of the programme would show that from year to year the number of projects (RFLP and SAE) has increased, the number of centres has increased, the amount invested in the adult education programme has increased but the same have not created any perceptible impact on the number of adult illiterates being made literate. This would be evident from the following statement :-

(Figures in lakhs)

Year	Total Population	Population in (15-35) age group	Total illiterate	Total illiterate	Coverage under programme
1981	1109	304	10.0	203.0	2.0
1982	1137	312	10.0	203.0	3.0
1983	1166	320	11.6	203.3	3.0
1984	1195	328	14.4	203.6	5.0
1985	1225	336	12.0	204.0	7.0
1986	1256	344	19.4	204.6	7.7
1987	1288	353	18.2	204.8	9.4
1988	1320	362	17.0	205.0	9.9

3. The above statement would show that 50,008 lakhs adult learners have enrolled themselves in the adult education centres but it is not clear as to how many of them have been made functionally literate. Even the coverage itself is very very inadequate considering the very large number of adult illiterates waiting for years to be made literate.

4. In the same pattern as the analysis has been done for the coverage of adult illiterates at the State level, it should be done for each district to come to some definite conclusion as to whether the number of adult illiterates is showing an increasing or decreasing trend. If the trend is one of increasing number of adult illiterates, necessary corrective measures will have to be thought of and incorporated in the district level action plan.

5. i. C. Coverage

As on date, there are 63 number of RFLPs and 3030 numbers of SAEs. At the rate of 300 centres per project, these projects would have (93×300) = a

total number of 7,900 centres. At the rate of 10 Adult learners per centre, the maximum number of learners who could possibly be enrolled in these 7,900 centres would be 79,000 (7,900×10). In view of this, the information that in 1988, 19 lakh learners have been enrolled in the AECs appears to be somewhat improbable unless this includes the number of adult learners covered in the AECs of projects of Voluntary Agencies. This needs to be confirmed.

Even a coverage of 9.96 lakhs is hardly 5% of the total number of adult illiterates. UP has a total of 900 blocks. Out of this, 300 blocks are under RFLP & SAE, 336 blocks are under NFE and proposals for taking up 60 more blocks under NFE have been submitted to Govt of India. The existing coverage by RFLP & SAEs is hardly of the order of 10 per cent and 90 per cent of the total area of the State has not been covered at all. In view of this, the coverage and impact of the projects (RFLP & SAE) should be thought of utilizing the services of NFE centres and cover an additional 4,18,500 adult learners.

will learn while staying at home with the help of a required number of kits to be given to them under the guidance of NFE instructors. This new experiment proposed to be launched from 15th August 1988 and would help to cover the coverage to 12.5 lakhs. The NFEs under the new experiment would act like APAs and would be constantly providing encouragement and help to the learners to learn.

6. Mode of implementation of the adult education programme

The following procedure is being followed by the Directorate of Adult Education for implementation of the present adult education programme under the RFLP/SAEP:

- (i) Selection of a compact and contiguous area in consultation with Collectors and DAEOs.
- (ii) Conducting survey of literacy profile in respect of people in all the villages/wards/mouzas of that area through the existing enumerators of education department.
- (iii) Define the number of centres which will be required in a particular area.
- (iv) Select a suitable person who will be willing to work as a part-time Instructor (he/she should be a resident of the same village) and give him/her 10 days preservice training.
- (v) Prepare the teaching-learning materials such as roller board, slate chalk, pencil, eraser, pencil, duster, lantern primer, workbook, exercise book etc and distribute the same to the Instructors on the last day of training.
- (vi) Open the adult education centre on the first of a month for all the centres at a time.
- (vii) Arrange a regular system of supervision, monitoring and review of the adult education centres.
- (viii) Organise for the project an advisory committee of the local people representatives of development departments like agriculture, animal husbandry health and family welfare, public health, women and child development, welfare of SC and ST etc.
- (ix) Organise literacy caravans, rallies etc. at the village level by the instructor with the help of the local people.
- (x) Ensure regular payment of the Instructor by opening an account with local bank or village post office.

7. Role of Voluntary Agencies

In view of the magnitude of the problem of adult illiteracy in UP and also considering the fact that a vast area and a small percentage of the total

number of adult illiterates have been covered, voluntary agencies assume a very important role in the task of eradication of illiteracy. Unfortunately, however, if past experience is any guide, the involvement of voluntary agencies with the adult education programme has failed to evoke much confidence. According to the report of the Joint Evaluation Team which evaluated the performance of voluntary agencies (for the year 1986-87) in UP, of 85 voluntary agencies who had been assisted by the Central Govt. to work in the field of adult education, only 3 were found to come under 'A' category, 26 under 'B' category, 14 under 'C' category, 16 under 'C' category and 22 under 'D' category. The amount involved in 'A' and 'D' category cases is of the order of Rs. 22,64,60,000. In 22 number of cases, they have been asked to refund the amount sanctioned and released to them (on the ground of unsatisfactory performance). A zonal correctional workshop was held in the premises of Literacy House, Lucknow involving 'A', 'B' and 'C' category agencies (25 in number) in May 1988 in which the following important recommendations have been made:

1. The VAs should apply to the Govt. of India for sanction of grant through the DAEO and the state govt. in the prescribed proforma. The operational plan prepared on the basis of Area Development Approach must be enclosed.
2. Provisional grant may be sanctioned on the basis of recommendation of state govt. or 3 months after receipt of the application, if the application form and the plan are found in order.
3. Long term grant may be sanctioned in future if the project work is found satisfactory.
4. As soon as the grant is received, the agency should open a separate account for the adult illiteracy education programme, should deposit the amount in it and should get a pass book issued for the same.
5. The VA should maintain voucher file, cash book, ledger stock register, attendance register, pay register, budget register, stock issue register, subscription register, receipt book, register for assets, monthly progress report, quarterly progress report etc.
6. Govt. of UP should issue orders to the effect that all concerned officers at the state and district level would give full cooperation in the adult education programme.

In view of the unsatisfactory performance of large number of VAs and yet the imperative need for involving them in literacy action for a large state like UP with a high percentage of adult illiteracy, the strategy for future action was discussed with Education Secretary, UP, Shri JC Pant. He was of the view that as far as VAs of UP are concerned, we have to adopt an extremely cautious and guarded approach and also adopt rigorous standards of initial

selection. He was of the view that it would be much better if VAs are allowed as low as 5 centres according to their potential capacity instead of insisting on a norm of 30 or 60 centres.

In response to my letter to all Education Secretaries (June 1988) to hold a state level conference for VAs, Shri Pant stated that he has taken the initiative to hold a conference with 45 selected VAs in the first phase in August 1988 where he proposes to discuss following five areas under the broad caption, 'Literacy, Environment and Women Empowerment'.

- (i) Strategy for universalisation of basic education :---
 - (a) Formal elementary education.
 - (b) Nonformal education.
 - (c) Adult education.
 - (d) Women's education.
- (ii) Awareness of environment in relation to women's development.
- (iii) Women's development and their training for self employment and self-reliance.
- (iv) Attitudinal changes necessary for women's empowerment.

In the second phase, in November 1988 all VAs of UP who are willing to work in the field of adult education nonformal education etc. will be invited and the strategy will be placed before them for consideration.

Although the entire process involves lot of time, the Education Secretary was of the view that a highly selective approach was necessary to screen out VAs and also for a judicious choice of the issues that some clear and firm decisions could emerge.

The latest position of involvement of VAs in NLMM in UP is as below :

1987-88	83
1988-89	9

	92

During 1987-88 and 1988-89, about 170 proposals (over and above those stated above) have been received from VAs of which 25 are pending with the Directorate and 145 proposals have been sent to the state govt. In regard to the 25 proposals pending with the Directorate, the Director assured me that he would finalise them within a week's time. He was, however, not in a position to enlighten me about the latest position of pendency of 145 proposals at govt. level. A mechanism should be evolved by which the Directorate and the Secretariat should be able to meet and sort out these long pending cases.

Once the State Literacy Mission Authority Council and Executive Committee are formed, all applications of VAs could be placed before the Executive Committee and get cleared before they are sent to the Govt. of India for consideration of the Central Grant-in-Aid Committee.

A copy of the sanction order meant for VAs being endorsed to the Director, A and Director SRC with the objective of securing the control for overseeing the performance of VAs expected that the Director, AE and DAOs in the field of VAs not as representative regulatory or corrective mechanism but to extend a helping hand, to find out what VAs are doing, the problems and constraints, identification and how to correct the lapses as far as possible if any.

The Director, AE Director SRC and DAOs are expected to extend an equally helpful hand to the VAs to enable them to prepare an educational plan, to guide them to fill up applications completely in all respects and in allocating the operation which will be convenient to the attitudinal change in dealing with VAs. The operation of the office machinery was called for. An operational change was part of the function of training and of the example set by superiors in their own approach conduct.

8. Training

The following statement gives an indication of the level, name of the AE functionaries and the number of AE functionaries who are in need of training :

Level	Name of the functionary	Number
(a) AEC	Instructor	27
(b) JSN	Prerak	3
(c) Project	(i) PO (ii) APO	
(d) District	DAEO	

Preraks will be in charge of 534 VAs. They will also act as supervisors and have to be in position although sanction for 623 Preraks was communicated as early as March 1988. In addition 534 Supervisors are working under the purview of RFLP. Some of them have been recruited in contravention of instructions, they have been recruited on regular scale (as against a consolidated Rs. 500/- + Rs. 150/- towards fixed allowance, they are earning Rs. 1500/- per month). No information about the number, i.e. the number trained and the backlog remained was available.

As against this it was reported that 1000 Instructors have been trained either through block office quarters or some nearby higher secondary schools or the training institutes in the district. The 21 day training programme has been scheduled in 10 days training in the first phase, 3 days' rural training after every 2 months of basic literacy and 2 days' recurrent training after every 2 months in the 2nd phase. Pursued the Instructor Training Manual. This is an excellent document.

designed by the Directorate at its own cost. The present report on adult education of the present Manual has succinctly brought out the importance of adult education at what difference it makes to the quality of life of an average individual. It speaks of the background or social profile of average adult learners/her social and economic predicament which is partly caste-related, partly sex-related and partly employment-related. One of the strategy is to have an adult learner to be taken to confidence by an Instructor, whose interest can be generated and sustained. How some of the basic problems of the adult learner particularly those relating to social discrimination and economic deprivation are solved through education, leading to awareness, conscientisation and aggregation. Each Instructor has been given a copy of the manual. The instructions contained in the training manual for Instructors could be translated into a very simple, should be an excellent instrument of fulfillment of one objective of NLM in qualitative sense, making the adult learner aware of the cause of his/her deprivation and enabling him/her to overcome it.

DAECs and POs are expected to be trained at the Literacy House (which is the Resource Centre at State of UP) in 4 sessions each of 6 days duration. The training courses cover the following:

- (1) Duration course of Adult Education.
- (2) Micro-level Planning and Administration.
- (3) Micro-level (district) Planning & Administration.
- (4) Social Administration.

The Directorate has taken the initiative to prepare manuals for the training of DAEC and the PO in the following areas:

- (1) Management Manual.
- (2) Programme Manual.
- (3) Social Manual.

Twenty DAECs who have been directly recruited have been given 6 days' induction training at the Literacy House and 5 days' refresher training at the Literacy House. Similar trainings being organised for newly recruited POs and APOs. While the training of POs takes place at the Literacy House, APOs are being trained at the Teachers' Training Institutes at the three divisional headquarters.

Another innovative character of training for these micro-functionaries is introduction of value education in the curriculum of training. Voluntary Agencies are given complete freedom and flexibility in the training of their functionaries while they keep in touch with DAEC and Teacher Training Institutes. The district Instructors, they are given the facility for such training of POs, APOs and APOs offered by the Literacy House. The high sanction of training other functionaries

is primarily the responsibility of the Voluntary Agency concerned, in view of their close involvement with the NLM, also in view of the time-bound character of the entire operation and the need for ensuring that the entire process of training is completed according to a well laid down schedule and also in complete harmony with the objectives and philosophy of NLM, there is a need for overseeing this process by the state government and Directorate of AE. Quite apart from obtaining some factual information in a simple format as below, it would be useful if the officers of the state government (Directorate) pay visit to the projects of VAs and satisfy themselves about the coverage and quality of training.

FORMAT

Level	Name of the functionary	When elected	When trained	Name of the training agency
1	2	3	4	5

9. Mass Programme of Functional Literacy

There are 22 Universities with 400 Colleges with about 2 lakh students in the Degree Colleges. Additionally, there will be about 4 lakh boys and girls studying in the secondary and higher secondary institutions. They are yet to be involved in the Mass Programme of Functional Literacy. The experience of involvement of the university and degree level students in the programme has, however, not been quite satisfactory. According to the information available, the following is the extent of involvement of NSS, non-NSS and NCC in MPFL in UP for 1987-78.

N.S.S.	
Non-N.S.S.	13,2087
N.C.C.	

Quite apart from the small number of volunteers involved, the qualitative impact of this involvement has not been appreciable (Judging from the number of adult learners made literate). The reasons are not far to seek. The members of the teaching faculties have their own internal problems related to service conditions and by and large are disinterested in the Mass Programme of Functional Literacy. They have no motivation left for such activities. The academic environment in the universities and colleges leaves much to be desired and is hardly conducive either to academic activities or extra-curricular activities (like MPFL). There is no uniform opening date for any university and fixity in any examination schedule. Examination schedules are frequently upset on external pressures and extraneous considerations and not on genuine considerations related to problems of students. In the process, the students and particularly meritorious students lose faith in the sanctity of the examination system and sacrosanctity of the educational system as a whole. It is not unusual that they will have

demotivation left for other activities when they do not have an innate faith in the efficacy of the system. In other words, the internal unstable environment itself acts as the strongest demotivating factor for involvement of university and college students in MPFL.

Within the constraints of the system, some efforts are being made to make it work and produce some results although they are not entirely upto expectations. Illustratively, a decision has recently been taken in the SRC Advisory Committee under the Chairmanship of the Education Secretary (Sri JC Pant) on 4-4-7-1988 to send literacy kits to Principals of Degree Colleges who would notify that students who register as volunteers to teach at least 2 adults would be given one kit each to facilitate their work. Formal orders have been issued by the Director, Higher Education to the Principals of all Degree Colleges to lift the kits from the SRC in time and to ensure its proper and timely distribution to student volunteers. This is expected to reduce the time lag in despatch of literacy kits by the SRCs to the universities and the latter in turn despatching them to degree colleges on the one hand and make MPFL more broadbased on the other. It is, however, too early to assess the impact of the new arrangement which is yet to be fully pressed into operation.

10. Imparting functional literacy through languages spoken by large groups of people

The following are the major languages/dialects of UP spoken in different regions :

- (a) Garhwali
- (b) Kumaoni
- (c) Brajbhasa
- (d) Bundelkhandi
- (e) Bhojpuri
- (f) Avadhi

While attending the meeting of the Executive Committee of India Literacy Board on 6th August 1988 I found that some members were having lots of misgivings and reservations about imparting functional literacy in a language spoken by large groups of people which are distinctly different from the state standard language/regional language which is the accepted strategy in NLM. They were of the view that while the 6 dialects as stated prepage were commonly used in respective areas, the fact remained that the standard form of Hindi i.e. 'Khadiboli' was easily understood everywhere in the state. They were of the view that preparation of literacy primers purely in these dialects was not desirable and was likely to work against the interests of national integration. They were further of the view that some words which are peculiar to popular usage in a particular area should be included in the primer meant for that area in order to attract learners and make them feel at home with the learning material.

This was discussed further with the Director, Adult Education to ascertain the correct factual position.

The Director was of the view that he himself had occasion to teach literacy primer to a learner on a particular occasion when he found that some words in a standard primer written in standard Hindi were not easily intelligible to the learners and that explaining such words could be done on the margin of the words which had learning towards saski. However, therefore, of the view that if the literacy primer were in the regional dialect but in Devanagiri script, it would greatly facilitate learning and at the appropriate stage, the instructor could switch over the learning process through the regional language.

11. Evaluation of the learning outcome

About 50 lakh adult illiterates are reported to have been enrolled in about 27,000 AECs between 1982 to 1988 and according to official reports about 98 per cent of the learners are reported to have attained the desired level of literacy. Such a claim is on the account of the following reasons :

- (a) The instructor conducts the tests to see the learning outcome on a daily basis. The objective of such tests is to enable a learner to perceive the learning from stage to stage. The learner is able to see the progress attained from stage to stage, he/she will be motivated to learn. The test reports should, therefore, be made known to the learners so that they are aware of their defects and deficiencies. This is not being done.
- (b) Test reports for the first and second part are not being sent to the Director. A copy of the report in respect of the first part and for quarters which is being sent to the Director (to the Directorate). These reports are not being regularly checked by the supervisors and the reports of such teachers are not being sent to the Director or the Directorate.
- (c) The Directorate officials have not conducted a single check of the calculation to satisfy themselves that the calculations by the instructors are in conformity with the norms laid down.

In the light of the above deficiencies, it is necessary to issue suitable instructions to the Director, Adult Education of all States and UTs. A subcommittee for monitoring and evaluation of the large group should be designed and communicated to all State Directors for wide circulation and guidance of Instructors/Preceptors.

12. Other steps taken by the Govt. of U.P. and the Directorate, Adult Education

1. Preparation of state level action plan - person strategy

The State of U.P. has 57 districts, 96,000 villages and 179 urban centres with a population of 1108 lakhs (according to 1981 census). It has in all probability (taking into account the

as on 98, they are still in formative stage. Proposals setting up at least 1 JSN in each Nyay Panchayat at some centrally located village have been initiated but are yet to be implemented. The process of selection of Preraks also yet to begin. The Director was advised to take the immediate necessary action to expedite the following:

- Identify without further delay the places where the JSNs are to be located and draw a list of such places.
- Initiate the process of selection of Preraks conforming to the guidelines issued by the Director.

The Director was requested to understand that the orders of the State Government sanctioning of JSNs are awaited. Delay in the issue of a formal sanction of a scheme which is being fully funded by the GOI is not easily acceptable. The personal attitude of Principal Secretary, Education has been brought to his notice.

14. Plans for production and distribution of stationery material in conformity with the guidelines given in NLM

It was suggested to note that in specific primers covering various aspects of awareness, women's equality, protection of environment, etc. have been prepared for our well-acknowledged zones in the State:

- Honour zone - Sub Bharati
- Earn zone - Pawan Pravesika
- Block and zone - Sub Bharati
- Reigning parts of State - Sub Pravesika

The following materials have been prepared for State II (4 months of tenancy):

- Gy Vigyan—Part I
- Jangrii—Part I
- Acad Vihar—Part I

The Director indicated that charts, flash cards, cent sheets on 30 ubts, flip charts, posters in such number as per requirement and conforming to the philosophy and objective of NLM are being supplied to all AECs.

15. M'FJ

While the involvement of NSS, NSS and NCC in NLM is to be perfunctory and unsatisfactory (as has been mentioned earlier), hard efforts have been made for formation of composite unions, selective member of discipline fees, ex-service personnel management and staff, etc. This needs to be given urgent attention of the State Literacy

Mission Authority in its first meeting. The district-wise breakup of the number of adult illiterates for the 577 districts of the state would show that barring (a) Dehra Dun which is better placed compared to other districts (b) Lucknow which is very small in area and population and (c) Pithoragarh, Pauri, Tehri, Chamoli and Uttarkashi which are hill areas, remote and inaccessible/not easily accessible, the problem of adult illiteracy in UP is a matter of deep concern. It is most acute in districts like Varanasi, Gorakhpur, Allahabad, Basti, Deoria, Azamgarh, Muradabad, Gonda, Meerut, Saharanpur, Aligarh, Bulandshahr, Agra, Bahraich, Faizabad, Hardoi, Bareilly not only from the total number of adult illiterates but also from the alarmingly large number of women illiterates. Majority of these illiterates belong to SC community and are either lawless agricultural labourers or fishermen or leather workers. In view of the constraint of resources, mobility constraints and also difficulties in supervision, it will be most appropriate if instead of concentrating on the whole state, an area specific approach could be adopted on a selective basis and action plans for eradication of illiteracy in respect of these specific areas could be drawn up and implemented. Some of the characteristic features of these action plans could be:

- Select personnel such as the IDM, the DAECO and other personnel connected with the adult education programme with care and allow a reasonably minimum tenure of 2 to 3 years for them.
- Draw up specific targets for these functionaries.
- Give them necessary human material and financial support and complete freedom in mobility.
- Identify the environmental, infrastructural, pedagogic, management and training related constraints which have inhibited the pace and quality of the adult education so far and take immediate necessary corrective measures.
- Bring about a complete correlation between the preferences, felt needs, ingenuity and occupational/vocational skills of the clientele and the course curriculum and teaching methodology in adult education.
- Institutionalise continuing education, widen and diversify its base.
- Institutionalise arrangements for evaluation of the learning outcome at each stage of learning.
- Ensure arrangements by which proposals move with lightning speed (i.e. instead of allowing them to pend for months as now) at the district, directorate and secretariat level. Speed with objectivity and impartiality instils confidence and inspires credibility of the system.

CHAPTER I

REVIEW OF NILMM IN UTTAR PRADESH (9TH TO 11TH SEPTEMBER, 1989)

INTRODUCTION

I had been to Uttar Pradesh for an indepth review of the pace and progress of implementation of National Literacy Mission from 9th to 11th September, 1989. The immediate provocation for this visit was a feedback Conference of Field Functionaries of these projects entrusted to NYKs being held at Allahabad on 9th and 10th September, 1989. I thought in addition to attending this feedback Conference which will throw open lot of valuable information about the pace and progress of implementation of National Literacy Mission by NYKs in Uttar Pradesh, I would be able to undertake couple of other field visits in the Allahabad and neighbouring districts of Uttar Pradesh which could end up with a review of these activities of the SRC and the Directorate of Adult Education. Prior to my visit to this State a comprehensive questionnaire on various aspects of the review was circulated. In addition to attending the feedback Conference being organised by the NYKs at Allahabad on 9th and 10th September, 1989, I visited couple of JSSNs and AECs under the MEZAR Rural Functional Literacy Project in Allahabad district, one JSSN being run by NYKs in JAUNPUR district and had a detailed review of the performance of about 2255 VAs who have been sanctioned grant-in-aid under National Literacy Mission in Allahabad district as also a meeting with Collector and few district level officers at Jaunpur. The Secretary and Director (Adult Education), Government of Uttar Pradesh could not make it convenient to join me in my review at Allahabad on account of the fact that she was preoccupied with the celebration of the International Literacy Day till late hours of 8th evening. The Collector and District Magistrate, Allahabad also could not find it convenient to join me in the review of NILMM in his district and I did not also attend the review meeting with VAs held at Allahabad on 10th forenoon. His presence in this meeting would have been extremely useful. He was represented by the District Magistrate (Development). At Jaunpur I found that the Collector Shri Net Ram, was giving a boost to the Mission and make it a success. He also showed

his deep concern for certain urban sections of the working class, like the workers of Jaunpur, who are subjected to exploitation by the middle class on account of their illiteracy and backwardness. He also highly appreciated the part of the adult education programme adopted by development functionaries in the district, sub-division, taluk and even the village level as their own programme if they had to achieve any measure of success in their respective departmental programmes. As a matter of fact as requested, I got message of minister's special linkage between adult literacy and other open programmes audio-cassetted and have verified the cassette to be all right with the rest of the 'Message' of adult literacy as an integral part of the entire development process could be fully disseminated in his district so that all development functionaries would be looking upon education as their own programme and would contribute their might to the success of the programme. At Jaunpur, I had the occasion to review the activities of the Literacy House Laknow—which is a State Resource Centre in Uttar Pradesh, for about 6 hours (i.e. from 11 a.m. to 5 p.m.) and the Director of the Directorate of Adult Education for additional 6 hours (i.e. from 2 p.m. to 8 p.m.). I would have very much liked to call on the Minister of Education and the Chief Secretary of the State but his own commitments in the State prevented him from doing so. Their absence at Headquarters due to their respective occupations. I had below is a SW analysis of the strength, weakness, opportunity and threat, of the National Literacy Mission in Uttar Pradesh which is based on the field visits and my impressions gathered therefrom and the subsequent discussion held with the Director along with all other functionaries with NYKs and VAs at Allahabad, Meerut and district level officers at Jaunpur; Director Literacy House, Lucknow, and Secretary and Director (Adult Education) Uttar Pradesh.

CHAPTER-II

GENERAL PROFILE OF THE STATE AND ITS PEOPLE AND THE FACTORS CONTRIBUTING TO THE PHENOMENON OF GROWING UP ILLITERACY

Uttar Pradesh is the 4th largest State of India according to an areal coverage preceded by Madhya Pradesh, Rajasthan and Andhra Pradesh. It is also the most populous State of India covering an area of 2,94,413 Sq. Kms. and population of 110.8 million. Geographically speaking, the State can be divided into 3 primary regions, namely :—

- I. Mountaneous Tract
- II. Ganga Plain
- III. Southern Hilly Tract

The 'Mountaneous Tract' can be further subdivided into 3 sub-divisions, namely— (a) Shwaik Hills; (b) Central Himalaya; and (c) Central Himalaya or Himadri. The 'Southern Hilly Tract' comprises of BUNDELKHAND and BINDRAY plateau regions which comprises of extensive valleys, alluvial soil patches, forests, broken hills etc. The 'Ganga Plain' which is termed as the 'granary' of the country has wide and deep-cut valleys which are inundated during floods and represent the most fertile and picturesque landscape in the State.

The historical, geographical, topographical, agro-climatic, social, economic and cultural factors have influenced both, the rate and progress of literacy in Uttar Pradesh as elsewhere. According to the 1981 Census, the literacy percentage in Uttar Pradesh is 27.20 as against the All-India figure of 36.3%. This percentage has increased from 10.77 in 1977. There were 30.11 million literate persons in the State out of which only 7.31 million were women. The Dehradun district with a literacy rate of 52.58% ranks at the top amongst all the 62 districts of the State. The reasons are not far to seek. Dehradun has a concentration of network of educational, cultural, scientific and technological institutions, like—Rastriya Sanshodhan Mandal, Forest Research Institute, Indian Institute of Petroleum, Oil & Natural Gas Commission, etc. Also, the Survey of India organisation has a scene of the public schools of the country. Not so in the case with Behraich district which is situated in the 'TARAI' Tract with all its disadvantages related to the natural environment and economic conditions which has the lowest rate of literacy at 5.5%.

Discussion with Secretary and District Officers also inter-action with a wide cross-section of the village community in Uttar Pradesh has helped to

identify the following important factors responsible for the low rate of literacy in Uttar Pradesh :—

While 85% children of 6-11 age group are claimed to be school-going, only 29% in 11-14 age group are school goers. The poor infrastructure and the 'non very encouraging' environment prevailing in the primary school system can be said to be responsible for this unfortunate phenomenon as would be evident from the following :—

- (a) There are 1,12,125 villages in UP with a total number of 2,26,690 habitations. As against this, however, there are only 75564 primary schools with 2,61,628 teachers. In other words, all the inhabited villages in UP do not have primary schools. In such of the villages and particularly in the hills districts which have difficult terrain children will have to travel from one village without a school to another village with a school. In such situations and particularly where a difficult topography is involved, parents may not feel sufficiently inclined to send their children and notably girls to school. This could be one of the important reasons for poor enrolment.
- (b) According to latest information available, 110.25 lakh children were enrolled in Class I to Class V in 1986-87 which went up to 122.51 lakhs in 1987-88. However, having enrolment in Class V as a percentage of enrolment in Class I for the primary school system in 1986-87, 41.43% of primary school children seem to have dropped out from the formal system. This comes to 50 lakh children approximately per annum. In UP 61,925 NFE centres for children of 9-14 age group have been opened so far with a total enrolment of 15.5 lakh children. In other words, out of 50 lakh drop outs, 34.5 lakh children are left uncovered in the system who are likely to remain illiterate when they grow up as adults.

Additionally, the following factors can also be said to be responsible for the high rate of illiteracy in Uttar Pradesh—

According to the CENSUS OF INDIA—1981, out of the total population of 110.86 million of the State, only 32.40 million (i.e. 29.22%) were

classified as workers, of which 29.59 million were male workers and 2.31 million female workers. About 67% of the total work-force is directly engaged in agriculture and carry on agriculture in their own holdings. About 17.7% of the working population consist of 'agricultural labour', 6.7% is engaged in primary economic pursuits of livestock breeding, fishery, plantation etc. and 4.5% pursue the profession of mining and quarrying. In case of all these workmen the occupation is exacting and leaves very little leisure and freedom for both, men and women, to pursue an avocation like literacy. Economically speaking the Per Capita Income of Uttar Pradesh, which is the heartland of India, is lower than that of any State of the Indian Union except Bihar, Rajasthan, Orissa and Tripura. While this is the general picture, many 'Tracts' in Uttar Pradesh and specially those falling under Bundelkhand, Bhandachal, Uttarkhand, Tarai and Bhabar show much lower economic standards. The extreme poverty of these 3 regions, which is reflected in their high percentage of rural population dependant on agriculture, is an important factor responsible for the low rate of literacy.

* Coupled with poverty, there are lots of customs, taboos, die-hard obscurantistic ideas and practices, like—Early Child Marriage, Preference for Male Children which are also responsible for increased population, increasing poverty and illiteracy. The average age of marriage in 'Eastern Uttar Pradesh' region ranges between 13 to 15. There is lot of resistance to female literacy in this region, as would be evident from the fact that traditional homes in Upper Caste (Jats, Brahmins) are not inclined to allow their wives to cross the threshold of the house and go to school for Adult Education Classes. There are many parents who still cling to the out-moded, dated, illogical conventional traditions, like—DOWRY system which, over the years, has not shown any appreciable decline but has given a jolt to the movement for women's equality and empowerment.

* There are certain regions, like Bundelkhand region (reminiscent of Dholpur district in Rajasthan) where the prevailing sense of insecurity is very high and people find it very difficult to move after Sun set. Criminalisation of society and politics has made life totally insecure in this region where it becomes extremely difficult to run AECs in the evening hours.

* While vested groups are burgeoning in every village, there is intense rivalry and in-fighting amongst these groups which does not make running of AECs as an 'organised' community activity.

vi Possible. It is on account of this rivalry and in-fighting that the AE functionaries as also other development functionaries lose interest in the important programme which is otherwise crucial to the success of their own programmes.

The 'CENSUS OF INDIA—1981'—Occasional Paper No. 1 of 1989, published in January, 1989, lists names of the districts and the percentage of households where not a single literate persons could be found. In regard to Uttar Pradesh the names of the districts are given below in a descending order:

Name of District	% age of household having no literate member
Amritsar	64.67
Andhra	60.74
Assam	60.34
Bihar	58.62
Chandigarh	56.91
Goa	58.48
Gujarat	56.38
Haryana	55.96
Karnataka	55.06
Kerala	54.03
Madhya Pradesh	53.07
Mizoram	52.69
Nagaland	51.11
Orissa	50.69

The districts having 50% or more cases have been reported above.

The message obtaining from these illustrations is not clear. These districts have suffered in the past to limited avenues for the educational opportunities (due to less number of educational institutions) but from being victims of a tradition-bound mentality. It is imperative that the peculiar socio-cultural ethnic characteristics of the region are recognised, understood with sensitivity and corrective measures are taken as would be prolonged educational deprivation and increasing access to educational opportunities. Micro-planning for such a diagnostic treatment should be so formulated as would be totally in tune with the felt needs, preferences, attitudes, linguistic skills of the people in general and of the managed groups of population in particular.

CHAPTER-III

MAGNITUDE OF THE PROBLEM OF ADULT ILLITERACY (15-35) IN UTTAR PRADESH - PRESENT COVERAGE AND THE UNCOVERED GAP

Both in terms of percentage of literacy (27.16%), in terms of the absolute number of literates in all age groups according to the 1981 census (80.76 million) as well as in terms of the number of adult illiterates in 15-35 age group (25.2 lakh) Uttar Pradesh is at a very low rung of the ladder of development. A statement containing the names of the districts, the adult illiterate population in 15-35 age groups as on 14-1988 amongst the 57 districts of the State is given in Annexure I. Subsequently, 5 new districts have been carved out, bringing the total number of districts to 62. [The Secretary and Director (AE) Uttar Pradesh is being separately requested to work out the total adult population and the illiterate adult population in respect of these new districts for record.] 45 out of 57 districts in the state have literacy percentage lower than the national average and the literacy rate amongst the women is

lower than 'national' average in 51 districts. Literacy rate of women is 14.4% amongst the Scheduled Caste and Scheduled Tribe women it is only 3.36% and 18.69% respectively.

Unlike other States/UTs (where NAAEP was launched on 2-10-78), the NAEP was actually implemented in Uttar Pradesh by starting AEECs under RFLP and SAEP in the year 1980-81. From the objective analysis of the impact of the programme it appears that the number of projects (RFLP and SAEP under the State Government, Voluntary Agencies and others) has increased, the number of centres has increased the amount invested under the adult education programme has also increased but the same has not been matched by any perceptible impact on the reduction of number of illiterates, as would be evident from the following—

Year	Total Population	Population in (15-35) age group	Total literate	(Figures in Lakhs)	
				Total illiterate	Coverage under AE programme
1981	1109	304	101	203	
1982	1137	312	109	203	2.75
1983	1166	320	116.7	203.3	3.62
1984	1195	323	124.4	203.6	3.73
1985	1225	336	132.0	204.0	5.75
1986	1256	344	139.4	204.6	7.04
1987	1288	353	148.2	204.8	7.77
1988	1320	362	157.0	205.0	9.46
					9.96

The above statement would show that 50.08 lakh adult learners have enrolled themselves in the adult education programme during the last 7 years but it is not clear as to how many of them have been made actually literate. If the reports of the State Government are any indication, almost all of them could be said to have been made literate but this, in the absence of any objective external evaluation and as was evident from my field scrutiny, could be subject to a big question mark.

Coverage

As on date there are 63 RFLPs and 30 SAEPs. Several additional SAEPs have been approved in principle but not yet sanctioned. At the rate of 30 adult learners per centre, the maximum number of learners who could possibly be enrolled in the 3 projects and

27,900 centres would be 8,37,000 (only). In view of this, the information that in 1988, 9.96 lakh adult learners have been enrolled in the AEECs appears to be somewhat improbable, unless this includes the number of adult learners covered in the projects of Voluntary Agencies. Even the coverage of 9.96 lakh is hardly 5% of the total of adult illiterates. The existing coverage of SAEP and RFLP is hardly of the order of 10% and 90% of the total area of the State remains uncovered. In view of the very low coverage, a large uncovered area and the remote possibility of opening more projects under RFLP and SAEP, the State Government will have to look for alternative strategies and methodologies for covering the large uncovered gaps. Unfortunately, however, a perusal of the State level Action Plan and the District level Action Plans give rise to the im-

pression that the State Government plans to cover the uncovered area in future by asking for more projects and more centres under RFLP and SAEP instead of going in for any 'Mass Mobilisation and Campaign' as has been attempted in other parts of the country. The Education Secretary, Government of India has requested the Chief Secretaries of all State Governments/UTs, including Uttar Pradesh, to identify areas for complete eradication of illiteracy and according to the 'Plan of Action' as indicated in this letter, Uttar Pradesh was to take up a plan for Complete Eradication of Illiteracy in 8 hill districts of **UTTAR-KHAND** and 75 **CDD** blocks to be specially identified. The Secretary and Director (A.E.), Uttar Pradesh indicated that according to a decision of the State Literacy Mission Authority 3 sub-plans have been prepared for saturating (1) 8 Hill Districts; (2) 10 districts of Bahraich, Badayun, Gonda, Rampur, Lakhimpur, Bara Banki, Sitapur, Moradabad, Basti and Pilibhit having the lowest literacy level; and (3) 8 major cities and towns.

Besides, a UNICEF aided project has been prepared for saturating 2 blocks in Sonbhadra district which is a Technology Administration District. She indicated that in remaining projects a scheme of saturating at least 15 to 20 villages per block of the project area is being finalised.

While the 'Plan of Action' indicated by the Secretary and Director (A.E.), Uttar Pradesh even on a selective basis makes lot of sense, this will not bridge the largely uncovered gap to any appreciable extent. In view of this, we have to necessarily go in for a 'Mass Mobilisation and Campaign' on the same pattern as has been taken up in Karnataka and Gujarat. This should be got worked out in the following manner :—

* In every village there are educated youth who work and live in the village and who do not look

forward to any white-collared employment. Many of them would be willing to work as volunteers to teach other illiterates. Additionally, the adult literates who have been attending adult education classes and who have been made either fully literate and who have attained some level of literacy and numeracy, could also be identified as volunteers. Uttar Pradesh has already been the lead in constituting 'Committees' at various levels, namely— Village, NAYA PANCHAYAT, Block District, Mohalla and Town levels. The Village Level Committee could take up the responsibility for mobilisation, coordination and direction of the entire volunteer-based programme in the village. The responsibility for some minimal orientation and training to the members of the Village Level Committee who will act as the Coordinators and the Volunteers could be imparted by the teachers of Primary Schools and Secondary Schools of the village or by the Teachers' Training Institutes or by such other institutions as are located at the Panchayat/Panchayat Samiti/Block level. The requirement of Literacy Kits could be identified sufficiently in advance and indented for supply to the Literacy House, Lucknow. Such Kits will have to be simple, inexpensive, portable and can be distributed amongst the volunteers and learners through the 'Committees' at the District Panchayat Samiti, Panchayat and Village level. At the end of the prescribed duration of learning i.e. 180 to 200 hours, the village level committee could oversee the entire process of evaluation of learning outcome in which the entire village community could participate and which in addition to promoting objectivity will also make it largely 'participative'. (As happened in the GRAM SHIKSHAN MOHIM experiment in Maharashtra).

CHAPTER IV

ADMINISTRATIVE INFRASTRUCTURE

Plus Points

The State Literacy Mission Authority (SLMA) has been constituted by issue of formal notification by the State Government on 8th August, 1988. This has been structured on the same lines as the NLMA and in addition to the Chief Minister, who is the Chairman of the Authority, co-ordinated Ministers, Secretaries and Heads of the Departments of the State Government, there is representative from voluntary agencies, recognised political party and other Institute of Social Science and Research etc. In other words, the SLMA is fairly representative.

The SLMA had its first meeting on 19-1-1989 in which several important decisions were taken. One of the important decisions related to formulation of three special plans i.e. first for 8 hill districts, the second for 8 cities and the third for 10 low literacy districts.

Yet another important decision taken by the SLMA relates to setting up of Jan Vidya centres or centres for imparting vocational training in each district. The idea owes much of its origin to the present Chief Minister of Uttar Pradesh—Shri N.D. Tiwari. Each Jan Vidya centre will be set up on the pattern of people's college at Haldwani. It is intended to provide a good linkage between adult education and vocationalisation. It is proposed to commence at least 7 such centres during 1989- and the remaining 5 centres will train neo-literates living below the poverty line free of cost in a vocation conforming to the preferences, felt needs, ingenuity and skills of the adult learner besides imparting functional literacy to him. Since 80% of adult neo-literates are women, trades/skills suited to them have been proposed, like wool knitting, watch-repair, hosiery, rang, textile painting, tailoring and cutting etc.

For more effective monitoring and for better people participation at the grass root level, committees on various levels have been constituted—namely, village level, panchayat level, block level, district level, taluk and town levels. Efforts are being made to institutionalise the smooth functioning of these committees and to ensure that they are effective watchdogs of the programme.

Minus Points

* The State Government has not yet issued a formal order appointing the Secretary and Direc-

tor, Adult Education as the State Literacy Mission Director.

* Similarly, formal orders have not yet been issued appointing the Collectors as the District Mission Leaders.

* The State Government has not yet adopted the revised pattern for strengthening the administration of adult education at the state and district level. Although Uttar Pradesh is a "A" category State and is entitled to 37 posts under this plan scheme, which is fully funded by the Central Government, as on date there are only two Deputy Directors and two Assistant Directors which is mostly inadequate for an effective inspection, supervision and control of the programme.

* The Secretary and the Director, Adult Education to the Government as well as the Head of the Department does not have any powers to transfer the DAEOs, no powers to go in for preparation of audio-visual programmes. The Directorate has also totally ill-equipped and in the absence of technical hands, as hampered to prepare audio-visual programmes on important events in adult education taking place at the state, district, sub-divisional, taluka and village level.

Inspection at the State Level

The Secretary and Director, Adult Education indicated that a calendar of inspection for the State and district level has been drawn up and the districts and projects have been distributed amongst the officers month-wise. However, the calendar is largely non-operational on account of the following reasons:—

* There are less number of officers (only 5 gazetted officers in the Directorate of Adult Education) which is grossly inadequate for a large state like Uttar Pradesh having 62 districts and nearly 100 projects.

* The culture obtaining in the past has not been very conducive to regular or periodic inspections for test checking or cross-validating the accuracy and authenticity of the data flowing from the field.

Despite the above limitations, the Secretary and Director, AE indicated that some sincere efforts have been made to conduct as many inspections as possible and to have the operational deficiencies in the field corrected through these inspections.

CHAPTER-V

ACADEMIC AND TECHNICAL RESOURCE SUPPORT

Background of Literacy House

That was a decisive moment in Indian history in 1947 when few weeks before his tragic assassination Bapujee discovered a unique spark in Dr. (Mrs.) Welthy H. Fisherr, an American Lady who lived in India for several years (and who later founded the Literacy House, Lucknow) and exhorted her to serve through its villages:

"Cities have everything, villages have nothing. The real India lives in its villages. Live with villagers and help them. Teach them to read".

This solemn exhortation had its electrifying effect on Mrs. Fisher and she launched a crusade against illiteracy in rural India in 1953. What started as a modest venture captioned, "JAMUNA PAR PUNARNIRMAN YOJNA" under the banner of 'Akhil Bhartiya Saksharita Pracharak Mandal' from No. 1, Bund Road, Allahabad later became a renowned centre of learning in the field of adult and non-formal education and came to be known as "Literacy House, Lucknow" which is a non-profit making, non-partisan, non-sectarian institution dedicated to the cause of adult literacy in rural India. The Institution has grown over the years from stature to stature and strength to strength and acquired a halo around it. In recognition of the pioneering services rendered by the Institution in the field of Adult and non-formal education, Government of India designated it as the State Resource Centre for Adult Education in Uttar Pradesh in 1976, a status which continues till date.

Review of activities of Literacy House, Lucknow— The SRC

In the context of the National Literacy Mission, the activities of the SRC may be divided into the following heads:

- I. Material Production
- II. Training
- III. Research and Evaluation
- IV. Family Life Education

All aspects relating to administration, budget, finance, audit accounts etc. are looked after by one Administrative Officer assisted by one Accountant-cum-Store Keeper.

There is no separate unit for dealing with mass programme functional literacy or matters pertaining to voluntary agencies. While all aspects of MPFL are being looked after by the training unit, all

aspects of material production, supply and timing of functions of VAs are looked after by the respective units. The family life education unit looks after all programmes relating to women and children (such as CDS, DWACRA). It may be recalled that in recognition of the infrastructure and expertise available at the Family Life Centre of Literacy House, the Ministry of Social Welfare entrusted it in 1975 with the responsibility of conducting training programmes of various functionaries of the CDS scheme and development of learning material for ICDS and FLA (Functional Literacy for Women) — Scheme which is now in operation.

Administrative Structure of the SRC

The existing administrative structure of all SRCs was reviewed in February, 1988, a revised structure was introduced in March, 1988 and communicated to all SRCs for adoption. The revised structure envisages a full-time Director, and twenty-three officers for material production, training, research etc. The revised administrative system has not yet been fully implemented on account of the following reasons:

- * SRC activities were linked up with non-SRC activities till March, 1989. (It is only on 1-4-89 the segregation in terms of separate staff, budgetary accounts has been given effect to.)
- * The approved staffing pattern for the SRC provides for 24 posts. The odd pattern in the Literacy House provided for 55 posts which were being utilised for both, SRC and non-SRC activities. It is not been possible to bring all of them in the ambit of SRC partly on account of the suitability factor and also partly on account of limited resources sanctioned for SRC.
- * The quantum of the SRC fees that 24 posts are totally adequate for a SRC covering the academic and technical resource support problems of a state like Uttar Pradesh with the vastness (size and complexity) of operations. According they have made out a case for 56 posts (inclusive of 24 sanctioned posts) and written to the Government of India. Additionally, the Advisory Committee in July 1988 had recommended setting up of 5 sub-regional centres to be located at Varanasi, Muzaffarpur, Saharanpur, Jhansi and Barilly. The Jayag Mehta Committee did not make any specific recommendation on this issue. Although the matter has been referred to the State Government in pursuance of the recommendation of the

- * Identifying the key words related to the specific content.
- * Screening words from out of the vocabulary which have pedagogical relevance and value—preparing illustration and reference material for teacher's guide.
- * Developing build words on the basis of key words.
- * Preparing exercises on the basis of build words at the end of 4 to lessons.
- * Organise the first workshop creative thinkers, writers, artists (c. about 15 to 20 people) to prepare their proto-type, collect the pictures of food, dresses, customs etc. from a particular region for which the primer is prepared with the help of the graphic artist convert them into graphics for introduction in the first proto-type in shape of illustrations.
- * Field testing of the first proto-type and incorporating the reactions into the proto-type.
- * Finalise the proto-type in second workshop (of about 5 to 10 source persons and printing).

Post Literacy & Continuing Education materials :

In all, 54 titles have been designed through a workshop of creative thinkers, writers, artists between 24th to 31st July 1989. The content of these titles is listed as below:

- * Access to education.
- * Women's equality and empowerment—dignity of women.
- * Discrimination and exploitation.
- * Superstition and magic.
- * Moral values—how to create them.
- * Social discipline.
- * Social action, social reform.
- * Participation in PURA system.
- * Harmony in family life.
- * Freedom struggle.
- (Covering the story of Harasekhar Azad, Rajinder Kidwai, Ba Ragnav Das, Padi Ramprasad Bisil, Indit Jawaharlal, Nani Kisturba Gadhikani Laxmibai, Bhausaheb Bhimrao Amkar).
- * Command harmony.
- * Folk tales/comics.

Two workshops are being organised (one every year) in the near future where the SE and trainee amateur writers will write simple stories. The workshop was held recently from 5th to 19th June 1989 at Literacy House, Lucknow.

Production of other materials :

Puppetry Skits :

In a workshop held from 11th to 118th June, 1988 as many as 32 puppetry skits have been prepared with the involvement of APOs and Supervisors of RFLIPs and SAEPs in Uttar Pradesh. They cover a wide range of subjects as listed below :

- * New Education Policy.
- * Need for clean and potable water.
- * Anti-alcoholism.
- * Adult Education—a tool of village and social reform.
- * Youth power—a tremendous force.
- * Prevention of child marriage and promotion of widow remarriage.
- * Prevention of dowry.
- * Prevention of excessive spending in marriage which leads to indebtedness.
- * Mother & Child care.
- * Population control.
- * Self employment.
- * Communal harmony.
- * Science and Technology for the village.
- * Jan Shikshan Nilayam.

MPFL materials :

The MPFL materials comprise of the following, namely—

- (a) Primer for literacy and numeracy which also incorporates a volunteer's guide.
- (b) Exercise book.
- (c) A small compact slate.
- (d) Cards (4)—2 initial and 2 terminal.
- (e) Check books (3 parts).
- (f) Slate pencil.

During 1989-90, 10,500 literacy kits have been distributed on the basis of the actual requirement received from the NSS, Incon-NSS and NCC. The literacy kits are being produced on a scrutiny and analysis of the actual requirement. About 3000 literacy kits have been distributed to non-student youth volunteers.

Deficiencies in Material Production :

The following could be listed as the main deficiencies in the process of material production :

- * The photographs are not authentic.
- * Audience research is not being documented.
- * The reaction of the learners at the time of pretesting of the first proto-type of the primer

is not being taped/recorded. This leaves scope for manipulation matter.

- * There is no single theme in a primer developed with a logical coherence. The primers comprise of too many themes which are not inter-linked. This is true of both the basic literacy and numeracy primer for the Centre-Based Programme as also for the 'volunteer-based programme'.
- * There is no systematic feedback on how the materials are being used (both, Centre-based as well as Volunteer based).
- * The materials have not been reviewed by any independent agency so far.
- * The reaction of learners to the materials in both the Centre-based Programme as well as Volunteer-based Programme has not been documented which could be a guide for proper planning for production of materials in future.

Research, evaluation and monitoring unit :

Evaluation and research, study of learning impact, evaluation of teaching learning materials and learners' evaluation constitute one of the major functions of every SRC. For this purpose, Government of India have provided 2 Research Fellows and the State Government have also made special annual provision of Rs. 60,000. Although the provision is not adequate, some systematic efforts have been made in the direction of research, evaluation and monitoring as may be illustrated below :

- * Workshops have been conducted to impart training in evaluation of learning outcome, to design protocols of evaluation, such as—how to administer the test, how to do scoring of the test scripts including preparation of result sheets and interpretation of scores obtained by learners etc.
- * Resource person services have been extended to the training programmes for master trainers conducted by the training division.
- * Assisting the management of India Literacy Board in selection of functionaries i.e. Instructors and Praks for the AE projects of Literacy Course.
- * Two studies on integration of adult education and integrated child development services and integration of non-formal education and adult education have been taken up by the REM Unit on its own which are nearing completion.

Family Life Education Unit :

This is an old Unit (1969) of India Literacy Board which has made significant contribution to the larger objective of promoting smaller, healthier and better educated families by providing a linkage between literacy and women's development, population education,

family life, nutrition, child care etc. The following could be listed as the major achievements of the Unit in the field of population and family education :

- * Developed curricula for a variety of non-formal adult education programmes for field functionaries and beneficiaries, such as—training of women literacy workers, training of ANCVADI workers, training in nutrition, rural women leadership, training etc.
- * Produced family life education kit for workers along with a guidebook comprising 25 instructional aids, 3 content sheets, 15 instructional aids comprising 5 booklets, 1 good book, 1 Angwadi Worker's Kit, follow up Worker's Kit, Angwadi Worker's Kit, etc.
- * Prepared series of flashcards on mother and child care, developed population education, women's empowerment, literacy and audio cassettes, integrated education a variety of printed materials, slides—poster, charts and booklets.
- * Organized training for field functionaries of AIDS, health education workers, Gram Vikas workers of social welfare institutions in the country as also for workers of Nepal, Bangladesh and Afghanistan funded by UNEF from time to time.
- * Organized rural women conferences (a part of International Women's Year celebrations), extension project CD project women welfare non-formal education centre.
- * A women primer entitled "LYA JATI" and Instructors Guide Book, "DEEJKA" has been completed.
- * A host materials (both print and non-print) relating to women empowerment and population education have been developed though the extent of these is not known.
- * The unit has organized and reported training on population education to a large number of field functionaries of universities, State Government and host of other projects of India Literacy Board.

Procedure for issuing paper

There is no obsolescence of paper from Hindustan Paper Corporation except that the supply is not in time. The price of paper is also going up from time to time. An added advantage has been the availability of lantern slides developed by Sakal Tovar of Chhatrapati Shivaji Industries Commission. Twenty-eight slides developed by SRC with the help of Hindustan Paper.

Publication stage and distribution

On account of the tremendous increase in the number, volume and size of publications of the India

efficiency in the publication work was carved out as a separate section in 1985. The SRC publications have always been segregated from the Non-SRC publications. Separate accounts have been maintained.

The Director, SRC and the concerned unit head have initiated a number of efforts by way of administrative planning to procure orders, procure paper and other materials, definition of printing process in a system for timely distribution etc. It is being endeavored to live upto the obligation resting on the shoulders of the SRC from government and non-governmental bodies. Despite this, however, there have been several instances wherein it was confirmed in the course of discussion with Secretary and Director (AE, Mr. Pradesh) of delay in supply of teaching learning materials. The following reasons were attributed to this delay:

- * Orders for the supply of teaching learning materials are seldom received in time.
- * Efforts to get the materials to be printed and supplied formally approved by the State Committee of Adult Education takes time.
- * There is delay in supply of paper.
- * The Literacy House has to depend on outside printing presses which tend to rise to the occasion.
- * The inordinate delay in fixation of rates of publications and delay in payment of bills of the SRC.

To overcome this, the following measures have been taken by SRC:

- * Ping has been declassified. PURVANCHAL PRAVESHKA has been printed at Varanasi in 1988-89 as an experimental measure.
- * Date of materials is being effected from printing press itself.
- * Planning and despatch of materials for publicity, continuing education and mass programme of functional literacy has been decentralized in similar manner.
- * Advance planning, effective follow up at the Project and regular monitoring of the despatch work.
- * Director Adult Education making payment of bills of the SRC on dates fixed last year pending final determination of the rates of publications supplied to the projects.

Management of Adult Education Project (4) by Lucknow House, Lucknow

Lucknow House, Lucknow is a registered voluntary agency sanctioned 4 Adult Education projects of 3 AEs each on 18th March, 1988. The projects were under operation in the 4 districts of Lucknow, Raebareilly, Unnao and Raebareilly w.e.f. 1-88. For the year for the projects has been completed 3-6-89. Due to constraints of time, no further details could be visited for interaction with

AE functionaries, learners and members of the village community. However, the discussion with the Director, SRC and other officials revealed the following strengths and weaknesses in implementation of the project:

Strength

- * All the 4 projects with 1,200 AECs are meant for women adult learners in 15-35 age group.
- * Barring 5 AECs which are manned by malee instructors (where female instructors were not available) all AECs are manned by femalee instructors.
- * In Raebareilly, 96 ANGANWADI workers have been appointed as Instructors. This would help in establishing good integration between adult education and ICDS.
- * After selection, the IPCOs, APOs and Preraks were trained for 21 days in 3 rounds by the SRC (Training Unit). After training, they trained the Instructors at the grassroot level for 21 days in 3 rounds.
- * There was both intensive and extensive supervision of the AECs by the Preraks, APOs, POCs as also by the top management of India Literacy Board, (Chairman, Vice Chairman, Treasurer, etc.). This helped in motivation and boosting the morale of the field staff.
- * In respect of those centres where the ANGANWADI workers functioned as Instructors in addition to their duties, very positive and encouraging results about the attendance of the AE learners and their response to some of the aspects of the programme, namely—immunisation, maternity protection and child care have come in.
- * From the beginning, an intensive monitoring system was evolved to ensure flow of timely and correct information about the operation of the Projects. Intensive orientation and training of functionaries was arranged by holding meetings of Instructors at the Prerak's level, meetings of Preraks at the APO level and holding of staff meetings at the level of every P.C. at the project. The objective of all these monthly meetings was to ensure timely submission of monthly progress reports and consolidated quarterly progress reports for which the SRC designed a set of formats. The Director, Literacy House, oversaw the entire monitoring process through meetings of all senior supervisory personnel held on the last day of every month.
- * A high level Committee known as "Programme Planning, Implementation and Monitoring Committee" was constituted under the Chairmanship of Dr. S. N. Mehta, member ILLB with Dr. (Miss) K. L. Saubharwal as Vice Chairman and with all the sectoral heads of Literacy House and the Director, SRC as members. This body helped in formation of

guidelines at the highest level with a view to closely monitoring the goings in the field and improving the performance of the projects.

* Project profiles in shape of brochures containing statistical details/information about the area of operation, location of AECs, name of functionaries, timing of AECs have been published and distributed amongst all concerned. This has created a climate of total openness about the project.

Weaknesses

Despite an imaginative, thorough and meticulous advance planning for proper implementation of all aspects of the project, the overall performance of the 44 projects has been unsatisfactory. In all, out of 36,000 learners who were initially enrolled in the projects (4), 34741 took the test (Summative). The number of persons who have qualified in the test is not yet known. From 1 out of 12,328 test papers selected on random sample basis and from out of the random sample analysis which has been completed in respect of 400 papers, I was given to understand that about 10 to 12 out of 30 learners enrolled can be said to have attained the predetermined levels of literacy and numeracy. The Director, Literacy House and Director, SRC attributed the following towards poor performance of the project:

- Poor attendance of learners.
- Erratic attendance.
- Unduly long duration of the course which tends to tax the patience of the learners.
- Heavy casualty among Instructors/Preraks due to en masse resignation.
- Linking non-formal education with Adult Education which has both plus and minus points. On the Plus side, it may be said that this solves the problem of poor availability of Instructors and may improve the motivation of the Instructor due to payment of (Rs. 100 + Rs. 1005) Rs. 205 as monthly honorarium. On the Minus side, it may be said that the psyche, impulse and motivation for learning of children are entirely different from those of adults. This point was not adequately appreciated. The same Instructor who acts as an Instructor under both AE & NFE has to be an exceptionally talented and well equipped animator, qualified to impart literacy to both adults as well as children who think differently, live differently and grow differently. The perception and methodology of teaching and learning will have to be entirely different.

Training—CONTENT & PROCESS

Discussion with the Unit head of SRC in charge of training indicated that from 1-4-89 to 31-8-89, 130 days out of 1500 days have been devoted to organising training workshops and 595 personnel have been trained by the limited staff in the training section and with the help of resource persons.

Separate train modules have been prepared in different categories after assessing the needs of functionaries by putting personnel from the SRC. The modules have generally incorporated the following:

- * JSN—structure, operation, system etc
- * Financial management of JSN
- * Collection, analysis and dissemination of data and other information on JSN
- * Coordination with other development departments or excess of the activities JSN.
- * Mass campaign, strategy, modification etc.

Preraks

- * Role of Preraks in making rural areas aware of their status in society.
- * Lesson planning and exercises.
- * Preparation and usage of supplementary teaching material.
- * Organisation and management activities of JSN.

APO and P

- * Historical background of the education program.
- * Scope, content, objectives, strategy and methodology of NLM.

DEFICIENCIES IN CONTENT & PROCESS OF TRAINING

A critical review of the training curriculum prepared by the SRC and related institutions shows that there is no perceptible input of such training to the functionaries as will be evident from the following:

- The cure of complete illiteracy is to be injected to the rural functionaries—trainees
- There is no proper system of supervision.
- There is no accuracy and authenticity in reporting.
- There is no proper system of evaluation.

The re-examination that while NGOs have been more prompt and positive regarding the training needs provided by the SRC, the performance of University teachers has been quite disappointing. Illustratively, NGOs out of 10 had only 310 POs, APs & Preraks for training (188-89 and 258 so on) during 1989-90. In spite of this, only 2 courses involving 26 Program Coordinators and Program officers of NSS of 4 Degree Colleges could be conducted. It was felt that these

Programme Coordinators and Programme Officers do not turn up for training on some plea or other despite sending them intimation by the SRC sufficiently in advance.

The Director Literacy House represented that only 10% of the standard provision has been earmarked for training while sanctioning the continuation projects during 1989-90. He represented that this provision was grossly inadequate on account of the following reasons:

- * Large number of instructors, supervisors/Preraks have already resigned from the project and left. Those who will be inducted

afresh will have to be imparted training afresh.

- * Teaching learning materials have been totally revised and separate materials have been designed for women with separate teacher's guide, thus necessitating fresh training.

He, therefore, represented that there was imperative need for restoring the budget to its original provision. The request is genuine and need-based and deserves consideration by the grant-in-aid unit of the NLMA.

CHAPTER VI

PROJECT MANAGEMENT

There are in all 63 RFLPs (each of 300 centres) and 30 SAEP (each of 300 centres). An additional 7 projects under SAEP have been approved in principle but are yet to be made fully operational. In all, 27,900 Adult Education Centres have been made operational under these 93 projects as on date. In the light of my visit to M V MEJA Project on 9-9-89 and subsequent discussion with the Director, Adult Education and other field functionaries, the following could be identified as the strengths and weaknesses in Project Management.

Plus Points

- * Selection of a compact and contiguous area in consultation with Collector and DAEO for location of the Project.
- * Conducting survey of literacy profile in respect of people in all the villages/wards of that area through the existing field functionaries of the Education Deptt.
- * Identifying the number of centres which will be required in a particular area.
- * Selecting a suitable person who will be willing to work as a part time Instructor (ie/she is invariably a resident of the same village) and give his/her 10 days pre-service training.
- * Procurement of teaching learning materials such as roller boards, slate, e, c, pencil, pad pencil, chart, posters, chalks, s, i, primer, exercise book etc. and distribute to the Instructors on the last day of the training.
- * Open the adult education centre on the first of a Month for all the centres at a time.
- * Constitute advisory committees at the project and at the village level with representatives of development departments like agriculture, animal husbandry, health and family welfare, public health, women and child development, welfare of SC and ST etc.
- * Organise literacy caravans, rallies etc at the village level by the Instructor with the help of the local people.
- * Ensuring regular payment of the honorarium to the Instructor and Prerak by opening an account with the local bank or village post office.

Minus Points

The visit to MEJA Project from 3.00 pm to 5.00 pm on 9-9-89 revealed the following deficiencies in Project Management.

- * The whole project Office presented a very dull and unattractive environment. There are no charts, no posters and no slogans about the adult literacy. It is a hired building which is poorly lighted and ventilated and does not provide a congenial work environment. Although the office is right on the road-side, it has hardly attracted any public attention. Not a single development functionary of the area has visited the project and has enquired about the manner of implementation of the adult education programme its linkage with development and what they could do to provide a push to the programme.
- * The PC, the APO and the Supervisors, by and large, appear to be unenthusiastic about the adult literacy. They do not appear to be sufficiently committed to the literacy promotion work.
- * The old system of supervision has been allowed to continue. Even according to the old scheme, there was need for at least 1000 supervisors for the whole State at the rate of 10 adult education centres per Supervisor. As against this, nearly 50% of the sanctioned posts of Supervisors (under the old scheme) are vacant. This has led to an imbalance and top heavy load of supervision work. On an average, a supervisor is required to inspect about 45 AECs in a month at present. Quite apart from the fact that this is an impossible task to be performed in a month due to deficient training and lack of culture and commitment to work, the supervision is found to be perfunctory.
- * There is a lot of ambiguity, confusion and contradiction as to what is recorded in the register of supervision and inspection, what exists in the field and what is actually reported to the DAEO, Directorate of Adult Education and the State Govt. and the Govt. of India. Illustratively, one of the lady supervisors, in course of interaction, frankly stated that due to a variety of constraints women are not able to attend the AEC in

lar, number and inon of tie centres, the average attendan i more than 20 (MJA Project has tjory of AECs for voen) In other wos, the total number of arners who could sid to be enrolled n project of 300 EClike he one at MFA, would not l mre than 6000, Evc if all of them quify n the final test, not more than 6000 an be reported to av qualified in the imative test. As gast his, however, e umber which is epted to have been roed and to have ee qualified in the st 1987-88 and 9889 is as below :

	Enrolle	Achevment
198-88	9000	3664
198-89	9000	327

The pence of success in oth he years is of the edef 9 and 92 respectiv, which i improbable (rtoty hat it is imssible). Strangely eough, e colment in both he years has been slow t00 in a very arbitry nd technical fshin, eithr the PO nor the PC nor the supervisor anoeven the DAEO as ble to explain the hsinbuitz of the situat and the incoherence etn vat is recorded in e register and what culk bee auu. situation.

* According to the standg istructons, the sw-books, after the imative test, are peed to be kept with the project office. er was, however, no race of these sw-books. Neither t P nor he APO r t supervisor was de t explain as to ierthe answer-boo he cen kept. In e aence of answer-bcs, t was not posse to verify the actu level of achieve-nt or was is possible ecelate he per-ita; as reflected in thsaps with actual forarce in the fit. After the in-tigion of the state aairs in regard evaation of the learng utcome in at-st re centre i.e. Saarpr, the actual el achievement lees much to be ire and more or less nfmns that there otamis-reporting anact of credibility the nre information ystm.

* was reported that the Depty Director n b Office of the Detc, Adut Edu-on ad visited this pje in July'88. nouth more than a yr as pased, a cy (the Inspection Rorthas nat been rive by the Project ffier. This also s telow that inspectis re being con-cedn a rather casuanc half-hearted rne.

Functionaries represent tat they have nve been paid their horrium since AI) even according th old pattern (ne and revised patn e RFLP has nve been adopted by t Govt. o UP). Treans for this could t b ascerained bthe impac: of this old be tribly

demoralising. This could t be easily icide n-ified to tbe the reason as tto why the f func-tionaries; of the MEJJA P'roject appear t too lbe totally disinterested in thee programme e and have not r accepted their role e with any ammount of seriousness or commitment.

There are 20 posts of POs and 185 posts of APOs lying vacant which have not only given rise to a vacuum in the administrative structure but also adversely affected inspe-ction, supervision, accountability and control.

OTHER DEFICIENCIES IN THE PROJECT MANAGEMENT

In ecourse of ediscusson with the Sécetary & DDirector, Adult Education in her office at Lucknow from 2.30 pm to 7.30 pm on 11-9-89, she indicated the following major deficiencies in Project Management which persists evn now.

** According to the present arrangement one project be it RFLP or SSAVEEP, is spread d cover three community development blocks. The CD blocks in UP are very large in areas; and spreading out a project too thin over a wide area, maakes management difficult, monitoring impossibly and accountability and control diluted.

** The revised pattern of RFLP has not yet been adopted by the Govt. of UP. Consequently, the old pattern is still in vogue under which every project has one APPCO as against 4 APOs under the new scheme. It is virtually impossible for one APO to complete the supervision according to a pre-determined target over a large geographical area.

** Out of 360,000 AECs (277,990 in operation and 21,000 to be made operational), 244,000 AECs are for women alone (80% of the Instructors are men and the remaining 20% are women and apart from the problems obtaining in a big social and cultural milieu where women would not like to attend an AEC conducted by a male instructor, there are problems of imparting life skills and communication skills on the part of a male instructor to the adult women. Similar problems are experienced in regard to JSSNs where 10% of the Instructors are men. It is precisely on account of this reason that women in general and women from the feeder village of the JSSN in particular, do not feel sufficiently motivated or encouraged to attend the SN and participate in its activities. They also find it extremely difficult to travel long distances to reach the JSSN due to difficult topography and inconvenient timing.

** There are several interior and inaccessible areas in UP where it is difficult to mobilise hawkers and where it is difficult to ensure distribution of newspapers. In the absence of this it is difficult to sustain the

reading skills of the new-literate and also difficult to ensure their access into the world of changing information, communication and skills on a day-to-day basis.

- * Although over the years, we have created a structure in shape of projects ((RIFLP and SAEP)) and there has been appreciable increase in the number of projects and number of centres, we have not taken steps to make the structure effective. As a matter of fact, the structure has been allowed to suffer from several deficiencies and shortcomings and has remained ineffective on account of the following :--
 - * No vehicle, no mobility.
 - * No telephone, no communication.
 - * No mechanism for MIS in respect of Management of projects spread over a large area.
 - * Ambivalent relationship of the PO and the ID/AEO.
 - * Extremely limited provision on account of TPA./DA (many projects are without any provision of TAA./DA whatsoever).
 - * The rate of hiring of accommodation has been fixed at the rate of 50 paise per sq ft. At this rate no private premises is available to be hired for the project office.
- * The State (Govt. does not issue orders in time for continuance of the staff. Sometimes the sanctionss are issued for a month and are renewed from month to month. This is responsible for delay in disbursement of honorarium, which becomes demoralising for the field operational staff. (Consequent on introduction of the new scheme of JSSN, the problems of continuance of supervisor under the old scheme has become quite knotty. Many of them are aware that they have to either go away soon or later and, therefore, they remain mostly as hang-overs of the old scheme without enough motivation or commitment to the programme.

TRAINING

Plus Points

- * The training manual has been prepared covering essential guidelines for the training of Instructors, Supervisors and Project functionaries. Guidelines are also being issued from time to time on various aspects of training. The manual as well as the guidelines are needed and have been found to be useful.
- * Value education has been introduced in the curriculum of training of the senior level functionaries.

* Voluntary Agencies have been in complete freedom and flexibility in area of training their functionaries.

Minus Points

- * The training of Instructors is conducted from Education Directorate at the district level. This, however, can be further decentralised and can be conducted through use of resources at the grassroot level.
- * The revision of TA/DA at the rates of T./E for Preraks to fill the training programme at the district level is insufficient.
- * The training programme does not reflect the relationship of PO and D/AEO of Voluntary Agencies. Consequently, there is a lot of strained relationship between the D/AEO and the PO over jurisdiction, sharing of vehicles, etc.

EVALUATION OF THE LEARNING OUTCOME

Plus Points

- * The evaluation of the learning outcome, both formative and summative is being conducted at an interval of months 6 months, 9 months and 12 months.
- * Detailed instructions have been issued about the manner of evaluation of learning outcome to all the field offices. The supervisor has been made responsible for evaluation of learning outcome. The AP has been made responsible for evaluation of the learning outcome in respect of centres and PO in respect of centres and D/AEO in respect of centres.
- * The D/AEOs, POs, APC supervisors have been made responsible in making the Directorate of Adult Education about the outcome of evaluation of learning. The Directorate compiles reports on the evaluation of the learning outcome on the basis of these reports.

Minus Point

- * The instructions which have been issued are not being honoured in the field due to shortage of staff. The LEPC, APOs and Supervisors are not conducting the evaluation of the learning outcome in their presence. Consequently, with a view to showing adherence to targets, they are taking recourse to reporting (as was evident at the time of the MEJA Foje). This not only damages the image of the functionaries and the Government but also the image of the Ministry as a whole.

CHAPTER VII

POST LITERACY & CONTINUING EDUCATION

In the first phase, 623 Jana Shikshan Nilayams (JSNs) were sanctioned under RFLP for 1987-88. These have recently been made operational towards the close of 1988-89. An additional 985 JSNs were sanctioned in 1988-89 in two phases (777 in first phase and 208 in the second phase). Thus, a total of 1608 JSNs have been sanctioned for RFLPs at an estimated cost of Rs. 178.32 lakhs. The following are the strengths and weaknesses in the entire institutionalised set up for Post Literacy & Continuing Education.

Plus Points

A Calendar of Programmes for the JSNs which have been made operational in the first phase (623) covering all the 62 districts, has been prepared. This is a good and innovative attempt to make the Prerak of every JSN aware of his duties and responsibilities the number of days in a week when the Prerak is supposed to remain at the JSN head quarters the number of days in a week when the Prerak is supposed to be on tour to villages for distribution of books and newspapers and to earmark the specific dates in a month so that it will facilitate supervision, inspection and better accountability, monitoring and control.

The calendar, which has been published and was released by the Chief Minister on the International Literacy Day on 8th Sept. '89, is a valuable document well-illustrated and owes a lot to the imagination and vision of Secretary & Director, AE. It needs to be circulated all over the country so that the example of UP could be emulated by all States/UTs. In addition to the JSNs sanctioned by the Govt. of India under RFLP, the State Govt. in response to a d.o. letter from Education Secretary, Govt. of India, have also sanctioned JSNs for the SAEP. They will be made operational during 1989-90.

Minus Points

There are hill areas and other inaccessible areas which have a population of less than 5000 and larger number of JSNs will have to be set up if these areas are to be adequately covered this has not been possible so far in the absence of additional sanctions.

Although it is ideal to have a JSN located in a Panchayat building or in a primary

School building or in a village community recreation centre, in fact the JSNs have been located at the private residences which is not desirable as it restricts the accessibility, limits participation of all sections of the society in the activities of the JSN and also creates problems in regard to inventory management and control.

* Although committees have been constituted for selection of Preraks, the Secretary & Director, Adult Education is personally not satisfied about the quality of the human materials which have been selected. According to the standing instructions of the Govt. of India, the RC in a decentralised manner. However, it was given to understand that in the absence of resources for meeting the cost of the training of the Preraks, the DAEOs have trained the Preraks in 1987-88 and 1988-89. It is not certain as to how the DAEOs are giving training to the Preraks particularly when some DAEOs are fresh recruits and are yet to undergo training themselves. Only the first phase of training for 10 days has been imparted to the Preraks which does not appear to have produced much impact on the development of human resources.

* The duties of the Prerak and the functions of a JSN have been simplified and symbolised so that they can be understood at the grass root level as well as by persons not familiar with the adult education programme.

* A Committee has been constituted under the Chairmanship of the DAEO with 2 nominees the Collector of the District, one lady members, one member from the SC Community, one member from the minority community and with the project officer as Member-Secretary.

* Efforts have been made to go in for as representative a list of titles as possible for use in the library-Cum-Reading Room for every JSN. In addition to the SRC, number of agencies who are known for their contribution to the field of art, literature and culture have been involved in this process.

* At the time of inspection of JSNs, it was found that the literature produced for the

neo-literate needed to be simplified even further. A workshop for this purpose was conducted at the Literacy House, Lucknow from 17th to 30th July '89 in course of which 50 additional titles have been designed which have simpler language, better content, more illustrations and will have better print.

* The State Directorate has been successful in motivating the local press to publish newspapers

specially catering to the neo-literates in view of their inability to read ordinary newspapers (with smaller prints). As a result of this initiative, two local papers are being supplied to all AE Centres and JSNs—Radical times in 5 districts of Jhansi Division and Brijesh Times in 5 districts of Agra division.

* All other materials i.e. games and sports materials, musical instruments etc. have been procured and supplied to the JSNs.

CHAPTER VIII

MOBILISATION AND INVOLVEMENT OF VOLUNTARY AGENCIES

Considering the magnitude of problem of adult illiteracy in Uttar Pradesh and also in view of the fact that a very small area and a small percentage of the total number of adult illiterate has been covered as on date, voluntary agencies could assume a very important role in supplementing the efforts of Government in eradication of illiteracy. Numerically and technically speaking, a large number of voluntary agencies have undoubtedly participated in the National Adult Education Programme from 198-79 onwards. Unfortunately, however, in terms of quality of such participation, the participating voluntary agencies have failed to evoke much confidence. According to a report of JET which evaluated the performance of 85 VAs (for the year 1986-87) which have been assisted by the Government of India for implementing the Centre-Base adult education programme, only 3 were found to come under 'A' category, 20 under 'B' category, 14 under 'C-1' category, 6 under 'C-2' category and 22 under 'D' category. The amount involved in 'C-2' and 'D' category case (where both the performance of the agencies was poor and also their bonafides were in doubt) is of the order of Rs. 26,16,000. In 22 'D' CATEGORY cases, they have been asked to refund the sanctioned amount on the ground of their totally unsatisfactory performance. A large number of them have since represented to the Government of India for revocation of the recovery order on the following ground: (i) All the members of JET did not visit the organisation/field. (ii) The members did not spend sufficient time to study the situation properly. (iii) The representatives of VAs were not allowed to explain the actual situation. (iv) The members had informed the VA that they were satisfied with their performance but when the report was sent the performance was shown as 'Bad'. (v) The observations of the JET were not communicated to them early; and (vi) The centres were visited by the Members when they were not running.

In view of the unsatisfactory performance of VAs and yet the imperative need to involve them in literacy, a State Level Conference was proposed to be held in two phases, namely—in August, 1988 and November, 1988 by Shri J. C. Pant, former Principal Secretary (Education). The objective of this Conference was to evolve a strategy for universalisation of basic education with special focus on environment building, training and attitudinal changes in women's development. Subsequently, however, Shri Pant was transferred to Transport and no intimation has yet been received as to whether these conferences have been held and the outcome thereof. 74 VAs during 1988-89 and 26 VAs during 1989-90 have been sanctioned assistance by the Government of India to

run the 'Centre-Based' adult education programme. The Secretary and Director (AE) represented that she has no information about the issue of sanction and release of funds to these voluntary agencies. It was clarified by me that copies of the sanction orders are invariably being sent to all the State Directors of Adult Education and Directors of SRCs and copies will be once again sent to her if the earlier copies have not reached so far.

Problems & Constraints in involvement of VAs in NLM

I had a district level conference with representatives of about 24 voluntary agencies at Allahabad. This was attended by the Director, SRC; Addl. District Magistrate (Development) and the DAEO, Allahabad. In course of discussion I took the VAs into confidence to ascertain from them the genuine problems and difficulties faced by them in implementation of the adult education programme and how this could be overcome. Inter-action with the VAs revealed the following problems and constraints obtaining in the field:

- * There was an inordinate time-lag between the date of submission of the VAs and the date of actual sanction. This was on account of multiplicity of layers through which the application has to travel all the way to Delhi. There were also number of occasions for back-references which delayed the process further. All the queries and doubts are not raised in one lot but in a 'piece-meal' fashion.
- * Similar delay was experienced in regard to release of second instalment and sanction of 'continuation' projects.
- * There were genuine difficulties in the 'audit' of accounts in the absence of qualified Chartered Accountants in rural areas. This accounted for delay in submission of audited statement of accounts.
- * In insisting on a 'compact' and 'contiguous' area approach, the operational convenience of voluntary agencies was often lost sight of. All voluntary agencies do not have built-in infrastructure in a 'particular' area and, therefore, they cannot take up the programme only in such areas which may be located in different Panchayats or different Blocks as may be convenient to them. Insistence on adoption of compact and contiguous area approach gives rise to avoidable operational difficulties for the voluntary agencies.

* All members of the village community and particularly the Panchayat members are not naturally motivated about the importance of adult education programme. Many of them view such programmes in total indifference and heads of many Panchayats see in voluntary agencies their 'competitors' which gives rise to avoidable rivalry and bad blood.

* In many cases the applications submitted by the VAs are subjected to unnecessarily stringent and rigorous scrutiny and in many cases after the scrutiny the scope and extent of the operation also gets reduced without any consultation with the VAs. This causes avoidable embarrassment to the voluntary agencies as also avoidable expenditure which they have to incur in conducting surveys in a particular area before submitting the application. The expenditure incurred on account of such surveys is not reimbursed to the voluntary agencies.

While giving a patient hearing to the VAs and assuring them of all possible corrective measures to minimise their problems and operational difficulties, I made the following suggestions :

— The voluntary agencies in Uttar Pradesh have been in the field of adult education for more than 10 years. They have without doubt made a prescribed number of persons literate. Since they live and work with the community and have intimate contact through their volunteers with various cross sections of the community they should be able to identify such of the persons who have been made fully literate by them, working and living in the village and who do not look forward to any white-collared employment and who have the urge, inclination and com-

mitment to impart literacy to others. Such persons with some minimal orientation and training can be effective 'change agents' and can help in spreading the message of literacy. No other agency could do this better than the VA themselves and, therefore, it was worth trying even on a selective basis to tap this tremendous potential created by the VAs in the village (which has not been tapped so far).

— Since introduction of NAEP in 1978-79 and according to the prevailing trend all VAs only apply for the 'centre-based' adult education programme. Although the Scheme of Grant-in-aid to VAs revised in 1988 envisages as many as 10 new areas most of them remain untapped. It was necessary and desirable that the VAs should also think of some 'new' and 'innovative' methods, like - Environment Building for Literacy, Spreading the message of Literacy, Preparation of imaginative and appealing Software for Media and Harnessing the Cultural Energy and Creativity obtaining in rural areas.

Other Constraint

As on date, complaints are pending against 12 VAs for various acts of omission and commission. All these complaints have been referred to the Secretary and Director (AE), Uttar Pradesh for investigation. She, however, has regretted her inability to conduct such investigation due to shortage of staff. It may, therefore, be desirable if Joint Evaluation Committees are constituted comprising of one officer from the Bureau of Adult Education, Government of India and one officer from the Directorate of Adult Education, Uttar Pradesh or the State Govt. so that all these complaints may be expeditiously investigated.

CHAPTER IX

MASS PROGRAMME OF FUNCTIONAL LITERACY MOBILISATION & INVOLVEMENT OF STUDENT AND NON-STUDENT YOUTH

There are 22 universities and 400 colleges with about 2 lakh students in the degree colleges. Additionally, there are about 4 lakh boys and girls studying in the secondary and higher secondary institutions. Unfortunately, however, the experimen of mobilisation and involvement of university and degree college students in the programme has not at all been rewarding in as much as out of 2 lakh students in the degree colleges, hardly 5522 and 12908 volunteers under MPFL were involved in 1987-88 and 98-89 respectively. Quite apart from the limited number of volunteers involved, the impact of this involvement has also not been appreciable. The Secretary and Director, Adult Education attributed the following factors to be responsible for the poor performance of the students at the university and college level in MPFL.

- * The teachers and the students are highly unionised and politicised.
- * A large number of universities and degree colleges are totally non-functional
- * The overall academic environment in the universities and colleges levels much to be desired and is hardly conducive to academic and extra-curriculum activities. There is no uniform date for opening of university and no sacrosanctity in the examination schedule. Even in respect of the universities of long repute and standing like the Allahabad University, the courses of studies are never complete in time and the examination schedule are from time to time, upset by strenuous pressures and considerations. The centre of examination in any university or college becomes the most focal point for intrigues, superior corruption and mal-practices. In the process, the students and particularly, the meritorious students lose faith in the sanctity of the examination system and the sacrosanctity of the education system as a whole.
- * The work ethics and the work culture in the university system as a whole leaves much to be desired. This produces a deleterious impact on the overall academic performance of the universities and colleges and school performance also become a demotivating factor for involvement of university and college teachers and students in MPFL. Amidst such a highly uncongenial environment, it is futile to expect that the university system will play any

meaningful role in MPFL. Recently, the Lucknow University Students' Association has passed a Resolution on 8th Sept. 1989 to the effect that education is meant for youth and not for adults and, therefore, the adult education programme in the universities should be fully scrapped.

The performance of the non-student volunteers in MPFL is as disappointing as that of the student volunteers, which would be evident from the following :—

Prison Management & Staff

UP has 62 district jails with a sizeable number of life convicts and there are prisoners, many of whom could be functionally illiterate. No action plan for involvement of Prison Management and Staff, who are literate, has, however, been prepared by the Prison Directorate for imparting literacy to the illiterate life convicts and under-trial prisoners, in response to the circular letters and instructions issued from the NLMA as also to the D.O. letter of Shri C. G. Somaiah, Ex-Secretary, Ministry of Home Affairs, Govt. of India.

Ex-Servicemen

In the Conference with the Chairman and Secretaries of the Rajya Sainik Boards and Zilla Sainik Boards held at Delhi on 28-2-1989, it was decided that Ex-servicemen of UP should be involved in NLM in a big way and that ten projects, on a performance oriented scheme, should be sanctioned for UP. Although the decision was taken as early as February '89, there was inordinate delay in receipt of the proposals and steps have now been taken on receipt of the proposal to sanction ten projects for UP. This, however, requires close monitoring and supervision on the part of the SLMA.

Army and Air Force

Although UP has a good number of cantonment areas and cantonment boards and sizeable number of members of the discipline forces who are drawn from the rural areas and whose family members could be illiterate, no major initiative seems to have been taken by the SLMA to involve the welfare association working for the Army and Air Force for imparting literacy to the illiterate members or their family members.

Banks Cooperatives and Financing Institution

Although the example of the State Bank of India, Bhopal was sent to all the State Govts soon after my review of NLM in Madhya Pradesh, no action seems to have been taken to involve the nationalised banks operating in UP so far. This could be done by convening a conference of the Management of these nationalised banks at the state level where they could be asked to identify their literate employees who in turn could impart literacy to the illiterate customers, as has been done by SBI, Bhopal.

UP has a large network of cooperatives with a sizeable number of illiterate members. Similar dialogue, as in the case of banks, could be held with the management of the cooperatives at the state level where they could be asked to identify the literate members and employees who could take up the work of Mass Programme of Functional Literacy in the larger interest of society themselves.

Non-Government Organisations

Although there are good number of Rotary Clubs and Lions Clubs in UP, no initiative seems to have been taken to involve them in MPFL.

Employers & Trade Union Organisations

As in the case of banks and cooperatives, it is necessary and desirable that a State level conference be organised with representatives of all the Central Employers and Trade Union Organisations where they could be persuaded to take up the literacy work through literate employees and members in respect of specific areas to be demarcated by the State Govt. for them. This

could be taken up both in the factory premises as well as in the colonies where the workers live.

Other Volunteers

According to the claim of the State Govt., 50 lakh persons (5-35 age-group) have been made literate during the last 11 years of operation of the National Adult Education Programme. Similarly, with the involvement of the voluntary sector, 8806 persons are reported to have been made literate in UP. No effort, however, seems to have been made to further harness these persons, who have been made literate through the projects of Govt. as well as voluntary agencies, and utilise them to the extent possible as agents for implementation of the Mass Programme of Functional Literacy. While it is true that all such persons may not have been made fully literate i.e., they may not have acquired all the levels of literacy and numeracy to enable them to work as Instructors, some of them can certainly be identified on a selective basis and with proper orientation and training can be made to work as animators/volunteers under MPFL. In view of the fact of the large magnitude of the problem of adult illiteracy in UP and in view of the fact that there is a large uncovered gap which remains to be covered it will be worthwhile to make a beginning by identifying such persons and converting them into volunteers with some minimal orientation and training. Such volunteers, as have acquired some levels of literacy and numeracy, as stayed in the villages and are otherwise self-sufficient in their lives, could certainly be used as useful tools in spreading the message of literacy to their unfortunate fellow-brothers and sisters in the village.

CHAPTER X

FIELD IMPRESSIONS

The review of NLM in Uttar Pradesh started with an interface with the Director, NYK and Regional Youth Coordinator, Allahabad (comprising of 12 districts)—Shri Chandrasekhar Pran, Youth Coordinators of all the 12 districts, the President of Youth Club, the Pradhan (of village panchayat) of the area, Instructors (both male and female), other project functionaries, such as—supervisors/Preraks, APOs, POs and the learners. This was spread over 5 hours, from 10.00 a.m. to 3.00 p.m. and provided an excellent way of ascertaining the problems and constraints experienced by the field functionaries of NYKs in the field of adult education. The following points came out of the inter-action with the functionaries, representatives of the people and the learners :

Plus Points

- * The instructors are from the same village where the AEC is located.
- * Lot of preparation goes in before finally deciding the location of the AECs. A detailed survey is conducted in which the whole village community is involved.
- * The awareness of the people in villages in general and of women in particular is on the increase. Such an awareness is about the importance of adult education, about personal and community hygiene, about importance of science and technology, etc. People no longer look upon these functionaries with an eye of suspicion.
- * The personal contact established by the instructors with the learners has helped to a very large extent in mobilising them for literacy.
- * There is lot of interest and enthusiasm at the initial stage and as a matter of fact, women are more interested about adult literacy than men. Besides, integration of knitting, sewing, embroidery and other vocational skills with adult literacy has also helped to generate and sustain the interest of the learners over a period of time.
- * There has been some positive impact of literacy in improving the prospects of marriage of girls. Its impact on personal and community hygiene, health and welfare of family in general and of children in particular has also been significant.
- * Some of the functionaries and particularly those who have been drawn from the category of National Student Volunteers appears to be pictures of total self-confidence self-empowerment

and commitment to literacy. They could narrate at length in clear and lucid words their own experience in the field of adult education, the problems and constraints faced by them and the special efforts made by them in mobilisation of the village community as well as the learners. Some of the functionaries, learners as well as the neo-literates are capable of instantly composing literacy songs and also rendering them into soul stirring music instantaneously. Such histrionic talent should be harnessed through JSNs and special recognition should be accorded to them in public functions so that they could mobilise and motivate others for adult literacy.

Minus Points

- * The general environment in the villages was reported to be not very conducive to literacy. This is an environment which does not value and prize literacy. There is lot of traditionalism in the villages and many people keep on asking every now and then, "Why literacy? For whom Literacy? What is the need for and relevance of Literacy for men and women at such an advanced stage?" Elder people appear to be generally more sceptical and diffident about the programme.
- * In an age of monetization and commercialisation, every thing in life is viewed with an eye for return in financial terms. Many learners who come to the AECs after great deal of persuasion ask the question, "What do we do after 10 months?" Many of them expect jobs out of literacy. There is a demand that these learners should be given preferential treatment in matters of employment.
- * It was reported that there is tremendous amount of political rivalry and animosity amongst groups and factions in every village. This leads to politicisation of every government programme including adult education. This creates enormous problems in mobilisation and environment building for literacy as different political groups and factions are divided on the need for and relevance of adult literacy. If one faction supports it, the other faction thwarts it and vice-versa.
- * It was reported that the teaching learning duration in the programme is unduly long. The enthusiasm and interest of the learner which are initially generated start petering

out and it becomes difficult to sustain the interest because of the long time span.

- * The teaching learning materials supplied by Samaj Samrachna Kendra are in kharhi boli Hindi while many people speak AVDHI, BUNDELKHANDI, GARWALI, KUMAONI, ARDHAMAGDHI etc. There was a demand that literacy should be imparted in 'spoken language' and teaching learning material should be designed accordingly.

FIELD IMPRESSIONS EMANATING FROM VISIT TO JSN AT LATUR UNDER MEJA PROJECT :

The following deficiencies were found in the management of JSN :

- * There is no Sign Board indicating the name of the JSN and no chart depicting the activities of JSN for 3 days a week. Similarly, the calendar of inspections to be undertaken by the Prerak for the remaining 3 days of the week has also not been displayed.
- * The JSN is functioning in a portion of the private residence of the Village Pradhan. This in principle is wrong as it tends to identify a public institution with a person in power and authority who may not have any genuine concern or commitment to the proper functioning and success of such an institution. Besides, the clientele of the JSN, particularly people at the low strata of the society, may not find it very comfortable to come to the residence of the PRADHAN for engaging themselves in discussions which may tend to be critical of the activities of the centres of power and authority.
- * The size of the single room for JSN is about 6'x8'. There is a bed which occupies 1/3rd of the space and out of the remaining, the almirah containing the books for the library occupies much space. Thus the space available for effectively conducting certain activities at the JSN appears to be grossly inadequate.
- * The reading room, the materials for the reading room, such as—newspapers, journals, periodicals, etc. just do not exist. Similarly, games and sports materials were also not available for inspection at the time of visit.
- * It was found that the almirah for the library contained hardly 20 books for the neo-literates at the time of visit. The Prerak indicated that the rest of the reading material has been distributed. It was not quite clear as to whether 4 to 5 copies of each title have been kept in the library and how many copies have been distributed?
- * Other activities at the JSN, namely—Charcha Mandal, simple and short duration training of functionaries of development programmes, Centre for information, Centre

for Communication etc. have not yet commenced. The Prerak has not yet got in touch with the development functionaries in the village or the Panchayat or the Panchayat Samiti to involve themselves in the activities of the JSNs. As a matter of fact, there is no catalogue of events which has actually taken place since the inception of this JSN.

- * The AEC ran in this village for nearly 4 years (1975-89). Presumably, at least 80 people should have been made literate during these 4 years. These 80 persons could have been torch bearers of literacy for others. However on a request by the visiting team not more than 3 neo-literates could be produced for interrogation. This shows that the impact of the 'Centre-Based' adult education programme in this village cannot be said to be anything worthwhile. Out of the 3 neo-literates, only one could recognise the alphabets and could read though haltingly, one paragraph but the two others could not rise upto the desired level of reading.

A dialogue with the members of the village community (who had assembled on the occasion) to assess their overall reaction to the AE programme including JSN showed the following :

- * It was clearly and unambiguously stated that the overall environment in the village is not conducive to literacy. There are in all 100 boys and girls enrolled, of which 30 to 40 are enrolled in Class I which falls to 10 when they reach Class V. The entire phenomenon of primary schooling is characterised by low enrolment, heavy drop out and low retention. The following factors were attributed to this unfortunate phenomenon :
 - (a) This is a 5 teacher school. Of them, 2 teachers do not come to the school at all or come very rarely. They stay in a neighbouring village and continue to get their salary even without coming to the school.
 - (b) Fees are taken from the students although elementary education is free for both boys and girls. The names of students are reported to be struck off the rolls of the school in the event of their refusal to pay fees.
 - (c) Parents are generally afraid of sending their children to school as they do not find the school environment to be inspiring and motivating, far less being congenial.
 - (d) Majority of the people in the village (90%) are landless and they depend on beedi rolling or carpet weaving for survival. These operations are strenuous; they involve lot of middlemen

(which leads to exploitation of the artisans) and engagement of all family members (including men, women and children) leaving practically no freedom or leisure for the women and children to pursue the evocation like Literacy.

VISIT TO ADULT EDUCATION CENTRE (SC)— SAJNSAPUR 9.00 PM TO 11.00 PM

The following plus and minus points came out of my visit to this Adult Education Centre :

Plus Points

- * The Instructor is from the same village and is also from amongst the same community (SC). He is, therefore, able to establish an instant rapport with the learners. There is total identification of the interest between the Instructor and the learners.
- * The learners who belong to the poorest of the poor in the village are fine specimens of humanity—simple, honest, guideless and have no pretensions about their day to day life, the risks and hazards of employment (stone cutting), low wages paid to them which are totally insufficient for carving out a decent livelihood etc. They are positive, responsive and amenable and given proper orientation and training in skill they can turn the adult education programme entirely to their own advantage.

Minus Points

- * The AEC is not easily identifiable. There is no indication of the route leading to the location of the AEC. A visitor from the outside can reach the AEC after transversing through a long and winding track through about 3 hamlets before reaching the location of the AEC. This would pose definite problems for functionaries from other development departments to reach the AEC and to participate in its activities.
- * There is no strict observance of time for the AEC which is supposed to open at 7.00 PM but actually opened at 9.00 PM on the day of visit. It was understood that the instructor alongwith some fellow learners was away to Lucknow to participate in the mass rally organised for the International Literacy Day at Lucknow. The opening of the centre also depends on the learners being free from their occupation (stone cutting) which keeps them engaged from 8.00 a.m. to about 6.00 pm. They have to return home, perform their household chores, for their evening meal before preparing to leave for the AEC.
- * The AEC building, made of mud-walls, is nothing short of hovel. There is only one entrance which is narrow and the un-even surface of the mud-walls make it extremely

difficult for any chart or poster to be displayed in the centre. As a matter of fact, no chart or poster was found in the AEC at the time of visit. These could be valuable inputs of teaching an adult.

- * As against 5 lanterns, only 2 lanterns were found at the time of visit. They were full of smoke and found to be totally ineffective source of light. As a matter of fact, they were more torturous than an aid to learning.
- * The Instructor was found to be a poor organiser and communicator and was not able to generate enough enthusiasm or interest for learning in the minds of the learners. He was not able to understand the meaning of the song which is sung in chorus with the learners and not able to interpret the meaning to the learners.
- * Although the AEC is in operation for about 6 months, the pace and progress of learning has been found to be very slow and practically imperceptible. Although the A.E.C. began 6 months back, the learners, except smattering of few words and except their ability to write their names (though haltingly), have not been able to achieve anything substantial.

VISIT TO JANA SHIKSHAN NILAYAM AT JAUNPUR ON 10-9-1989 6.00 PM TO 7.00 PM

The following impressions came out of the visit to JSN at village Doyiganj in Jaunpur district (20 kms from Jaunpur) run by the NYKS :

Plus Points

- * The Panchayat has donated a portion of the building for location of the JSN.
- * Charts, posters, slogans etc. on NLM were displayed on the walls of the JSN.
- * The books of the Library-cum-Reading Room (numbering about 100 titles) were kept in an orderly fashion in the Almirrah of the JSN. The catalogue of the books as also the register, showing the issue of books, were also maintained properly.
- * Men, women and children (both boys and girls) turned out in good number to participate in the various activities of the JSN, such as Churcha Mandals, games and sports, recreational and cultural activities etc.
- * The Prerak was drawn from the same village and seem to enjoy a good rapport with the village community.
- * There was close supervision of the JSN as also participation in its activities by the APO of the project sanctioned in favour of NYKS for Jaunpur district (100 centres). The APO, a lady, was able to move from village to village to mobilise the people for participation in the JSN activities, was a

good communicator and was able to transmit various messages of development including the adult education to the beneficiaries as well as to the participants of the project.

- * The beneficiaries of the JSN who had assembled at the time of the visit, seem to be evincing keen interest in its activities and particularly like the idea of books being supplied at their doorsteps. Though basically shy and introvert, they appeared to have developed some basic awareness and knowledge about the various aspects of development pertaining to their family and children.
- * The Village Pradhan, the local Medical Officer, the Block Development Officer and other development officers of the area seem to be evincing keen interest in the activities of the JSN. The JSN has contributed substantial to creation of a positive environment for literacy and in mobilising and bringing the people together to participate in the activities of common interest.

**MEETING WITH COLLECTOR, JAUNPUR ON
10-9-1989 7.00 PM TO 8.00 PM**

Although during my two-day stay at Allahabad, I could not meet the DM, Allahabad due to his heavy pre-occupations, I had a very useful meeting with Collector, Jaunpur—Shri Net Ram at his residential office. He appeared to be very keen and perceptive about the importance of adult literacy in an educationally backward district of eastern UP like Jaunpur and assured me that he would contribute all possible mite to spread the message of literacy and to make the Mission a success in his district. He instantly perceived that adult education is an integral part of the entire development process and that all development functionaries of the village such as District Agricultural Officer, District Veterinary Officer, District Public Health and Medical Officer, Officers incharge of programmes pertaining to women and child development etc. must treat adult education as the key to the success of their own programmes and, therefore, must treat it as their own programme. Such positive and responsive approach and understanding of the

importance of adult education could be a very useful tool for creating a positive environment for literacy and for mobilisation of the development functionaries and for ensuring their participation in the centre based adult education programme being run through AECs and JSNs. After a brief interaction, the Chief District Medical Officer, who was present at the time of the meeting, accepted the message that a literate mother can be a much better beneficiary as well as participant of health and family welfare programmes including immunisation, nutrition, maternity protection and child care than an illiterate mother and, therefore, all out efforts should be made to engage the functionaries of health and family welfare department in promoting adult education in their respective areas of operation by regular visits to the adult education centres and JSNs and also by imparting simple lessons on the linkage between literacy and health and family welfare.

There are large number of Beedi Workers in Jaunpur district who have been the victims of exploitation through mal-functional middlemen. They mostly work as home workers in Beedi rolling but have to depend upon the middlemen for raw-materials and for delivery of finished products. They suffer lot of injustice in the hands of these middlemen who take recourse to a pernicious system called "CHAT" which means rejection of Beedi workers on flimsy grounds by the middlemen who ironically enough sell these Beedis and appropriate the sale proceeds to themselves. Most of the Beedi workers in Jaunpur district belong to the minority community and are illiterate and ignorant of the provisions of Beedi and Cigar Workers (Conditions of Employment) Act, 1966 and Beedi Workers Welfare Fund Act, 1976 and Rules framed thereunder, 1978. The Collector suggested that special literacy programmes which will be of direct interest and relevance to these workers, need to be conducted for them by the Beedi Workers Welfare Fund Organisation from out of its welfare budget, where education occupies a key component like Health & Family Welfare. I have since addressed demi-officially the Director-General (Labour Welfare) —Shri Jagdish Joshi to consider the suggestion of the Collector and to take up the adult literacy programme within the budgetary allocations of the Beedi Workers Welfare Fund.

CHAPTER XI

MEDIA SUPPORT AND ENVIRONMENT BUILDING

Both, Secretary and Director (AE) as well as Director, SRC, Literacy House, Lucknow, have initiated series of measures on their own as well as in collaboration with other agencies for building up an environment to spread the message of literacy. These are :

Efforts made by Secretary & Director (AE) :

A massive Literacy Rally involving adult education functionaries, adult learners, neo-literates etc. numbering 4,000 was taken out on 7th September (evening). It was spread over a distance of nearly 2 Kms and terminated with a pledge to the 4,000 functionaries, volunteers, learners, neo-literates which was administered by the President, Zila Parishad, Lucknow. I had the occasion to watch the video-cassette of this massive rally which has generated tremendous amount of enthusiasm and interest amongst all sections of society for literacy. According to some estimates, never before in the history of capital city of Lucknow, such a massive rally had been taken out. The functionaries, volunteers, learners and neo-literates carried posters, playcards and banners containing the theme of literacy, they presented literacy songs and slogans. This has helped to a very large extent in sensitising all sections of society who are by and large cynical and sceptical of literacy efforts. One of the most striking features of the rally was participation of large number of members of ST community from Jhansi District who came on their own apparel and identified themselves with the rally with lot of traditional gaiety, colour, gusto and tempo.

Every conceivable object has been identified and every conceivable possibility and opportunity has been harnessed to our advantage by painting literacy songs, slogans, logo with a view to spreading the message of literacy on a very large scale and creating a positive environment for literacy. These objects are—Pitchers, Bangles, Chinbut Potteries, Brass Materials, Glass, Candles, Plates, Leaves, Kites, Tea Sets, Bindies, Mehndies, Rakhies, Stone Statues etc. Additionally, with the initiative of some of the DAEOs and in collaboration with concerned agencies, logo on literacy is being put on water works, bus stands, railway stations, government offices, conveyances like—tractor-trolleys, trucks, etc.

The Principal Secretary (Transport) has agreed to display of slogans on literacy on a large scale on UP State Transport Buses plying all over Uttar Pradesh. The railway authorities have been requested to display the logo on literacy in all conspicuous locations in different railway stations of U.P. It was suggested that if the matter could be taken up with

the Railway Board at the level of Government of India and instruction could be issued by the Board, the literacy logo could be fixed in all the railway stations of U.P. which would help in generating an intensive public awareness about literacy.

Roller boards which get torn have been converted into 'Jhandies' with literacy logo on it and have been displayed on a large scale. Manufacturers of greeting cards have been motivated to print logo of literacy on these cards on a large scale.

Two Hindi dailies, namely—'RADICAL TIMES', Jhansi and 'BRIJESH TIMES' Agra have been identified and persuaded to contribute one page daily for the neo-literates in these news papers. This will cover at least 10 districts.

Efforts made by Director, SRC :

With the help of limited staff (1 Graphic Artist and 1 Technician) in the Literacy House, Lucknow, lot of sincere efforts have been made in the direction of environment building and creation of intensive public awareness as below :

- o Large number of posters, pamphlets, charts, flashcards, audio cassettes have been prepared on a variety of themes relevant to the Mission.
- o Literacy House, Lucknow has a fullfledged puppetry unit which has produced 32 skits in puppetry pertaining to the theme of literacy.
- o 13 episodes (serials) have been prepared by the SRC in collaboration with Doordarshan, Lucknow. Two of them have already been telecast although no audience feedback about the impact of these episodes is available.
- o The SRC is implementing 4 projects of 1200 AECs and several sincere efforts have been made to promote a positive environment for literacy in these areas with the involvement of adult learners, neo-literates, AE functionaries and other development functionaries of the area.

PROBLEMS & CONSTRAINTS :

- * There are ten AIR and 46 Doordarshan Stations in Uttar Pradesh. While the Doordarshan Kendra, Lucknow has started involving itself to some extent with the work of the Mission, other Doordarshan Stations have not yet involved themselves fully with the work of the Mission. Similarly, the role of AIR stations in NLM in UP has been minimal so far.

* The SRC is neither represented in the Media Advisory Committee nor involved in preparation of programmes. The Puppetry Unit of SRC could play a very useful role in designing the programmes for Doordarshan which could be appealing.

SPECIFIC SUGGESTIONS :

It will greatly help matters if the Chief Minister, U.P. who also happens to be the Minister for Culture could invite the Station Directors of AIR and Doordarshan of all the Kendras and initiate them into the process of environment building for literacy. They

should also be persuaded to take up actual teaching learning programmes.

UP is very rich in folk culture and traditions. As a matter of fact, all the 12 regions of UP have their own uniqueness in cultural identity and tradition. It is necessary to identify (as has been done in Madhya Pradesh) all folk troupes and cultural groups, initiate them into the National Literacy Mission by imparting some minimal orientation and training to them and giving them the necessary freedom and flexibility to organise cultural programmes according to their own perception and ethos pertaining to the theme of literacy.

CHAPTER XII

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

- * Considering the under developed nature of the region, low rate of literacy and various other geographical, topographical, sociological constraints, the districts of Rampur, Budaun, Bahraich, Kheri, Barabanki, Gonda, Lalitpur, Bareilly, Moradabad, Sitapur, Shahjahanpur, Mirzapur, Basti and Pilibhit (where 50% and above households did not have a single literate person) deserve to be given top most priority attention in terms of infrastructure, media coverage and support, mass mobilisation and campaign etc. so that the literacy rate in these districts could register some improvement.
- * In view of the magnitude of the problem of adult illiteracy in Uttar Pradesh and in view of the large uncovered gap, an endeavour should be made to establish parity between Rural Functional Literacy Projects and State Adult Education Projects in terms of number of projects and number of centres. The revised pattern of RFLPs should be adopted and implemented without further delay. It should also be extended to the State Adult Education Projects.
- * With a view to bridging the large uncovered gap, we should go in for a Mass Mobilisation and Campaign on the same pattern as has been taken in Karnataka and Gujarat in Uttar Pradesh. This should be implemented in the light of the suggestions given in Chapter III of the report.
- * The revised pattern for Strengthening the Administrative Structure of Adult Education of the State and District level should be adopted and implemented without further delay.
- * The Secretary and Director (AE), Government of Uttar Pradesh should be formally notified as the State Literacy Mission Director. Similarly, the Collectors should also be notified as the District Mission Leaders without further delay.
- * The Secretary and Director (AE), U.P. should be vested with full administrative and financial powers to enable her do full justice to her work which is both arduous and onerous.
- * Sincere effort should be made to complete the office building which is under construction for accommodating the Office of the State Literacy Mission Director. This should provide for certain barest minimal facilities and amenities, like (a) Visitors' Room; (b) Conference Room large enough to accommodate atleast 100 functionaries; and (c) Provision of minimum scientific and technological aids, like—Photocopier, Personal Computer Dictaphone etc. In view of the imperative need for better supervision, accountability and control, the AHMEDNAGAR EXPERIMENT of Shri A. K. Lakhina may be introduced by moving the State Government for separate sanction of additional manpower and equipment.
- * In order that all materials, whether for Basic Literacy, Post Literacy and Continuing Education, Population Education, Family Welfare, or JSN materials which are being produced by Literacy House, Lucknow—which is the State Resource Centre for Uttar Pradesh, are imaginative appealing and totally acceptable to the people, it is necessary to organise series of workshops of creative writers, thinkers and artists down at the grassroot level with involvement of resource persons who have access to the State Standard Language and the People's language and also access to the people's dress, food, manners, customs, etc. The proto-type of these materials which will be prepared at the 'first' workshop should be field tested, reaction of the clientele tape-recorded and brought back to the SRC for discussion in the subsequent workshops before finalisation of the Proto type.
- * Immediate steps should be taken to remove all the deficiencies and shortcomings in the material production process as highlighted in Chapter V of the report.
- * The State Government should have an objective and sympathetic understanding of the various problems and constraints being faced by the SRC in material production as listed in Chapter V of the report and should try to extend help to it by making available quality paper at control rates, by ensuring timely fixation of the rate and timely payment of the bills of the SRC.
- * The India Literacy Board, which is the 'Controlling Body' of the SRC should go into a detailed, objective and dispassionate analysis of the weaknesses affecting the management of Adult Education projects (4) by Literacy House, Lucknow and should take all possible corrective measures so that the return on the investment could be better assured in terms of more persons being made literate.
- * Literacy House, Lucknow should also operationalise all the JSNs sanctioned in its favour without further delay.
- * A Directory of 'Key Words' collected from different regions and a Directory of Resource

Persons whose services are being utilised for imparting training should be prepared and got printed by the SRC without further delay.

- * The system of supervision according to the 'Old' pattern of RFLP should be done away with and Prerak of every JSN should be made the supervisor as early as possible.
- * The Secretary and Director (AE), Uttar Pradesh should immediately convene a Conference of all the DAEOs where she should speak to them at length about the importance of honest and credible recording and reporting. Accuracy and authenticity in collection, compilation and reporting of data should be an important component of every programme of orientation and training for the senior as well as the grassroot level functionaries.
- * It is important and imperative that the culture of 'Complete Eradication of Illiteracy in a specified Area' within a prescribed time span should be injected into the minds of all field functionaries of AE in both RFLP and SAEP as well as VAs and NYKs.
- * Steps should be taken to fill up the posts of DAEOs, POs, APOs and Preraks lying vacant in the larger interest of implementation of the programme.
- * Sincere effort should be made to identify women instructors and women Prerak having the requisite educational qualification and organising ability. Where women having the requisite educational qualification are not available, the qualification may be relaxed to go in for women having the organising ability, clear perception and commitment to the programme. Help of other development departments, like—Women & Child Development, Health & Family Welfare etc. may be taken in making such selections.
- * The State Government should take a positive and sympathetic view of the field operational problems which are being experienced today due to absence of vehicle, telephone, limited provision of TA/DA etc. as listed in Chapter VI of the report should meet the requirement to the extent possible. In view of the fact that the present pattern of Project Management makes management somewhat unwieldy (in as much as one Project has been allowed to cover 3 CD blocks) this pattern may be changed and we may go in for a 'compact' and 'contiguous' area approach where complete eradication of illiteracy in a compact and contiguous area assumes greater relevance than a mechanical coverage of a wider area.
- * All the 1,608 JSNs sanctioned during 1987-88 and 1988-89 should be made operational without further delay. The State Government should consider and sanction required number of JSNs for the SAEP to

provide a complete linkage between Basic Literacy, Post Literacy and Continuing Education.

- * Deficiencies and shortcomings observed in the Management of JSN in the field should be re-affirmed and detailed guidelines issued to this effect.
- * The Grants-in-aid Unit of the Adult Education Bureau in the Ministry of Human Resource Development (Deptt. of Education) should pay special attention to the problems faced by voluntary agencies of Uttar Pradesh by processing their cases as expeditiously as possible and by attending to their individual problems and grievances and representations. In view of acute shortage of manpower both, in the Grant-in-aid Unit of AE Bureau in the Ministry as also in the Office of Secretary and Director (AE), U.P. Joint Teams comprising of officers from both should be constituted to investigate into all complaints against VAs. The Secretary and Director (AE), U.P. should extend her full cooperation in this regard.
- * Despite the 'Mass Campaign' launched by the Prime Minister at Vigyan Bhawan on 5th May, 1988 in which he had appealed to all sections of the society for their mobilisation and involvement in NLM, the Mass Campaign is yet to become a reality in U.P. Political parties, representatives of people i.e. MPs, MLAs, MLCs, Students, Youth, Women, Prison Management & Staff, Trade Unions, members of Armed forces—Army, Navy and Airforce, employees of Government (Both Central and State), Public Sector Undertakings, Banks, Cooperatives and Financing Institutions, NGOs like Lion's Club, Rotary Club, JAYCEES, and other volunteers are yet to be involved in the Mission. Considering the poor performance of university/college students belonging to NSS, Non-NSS and NCC such mobilisation and involvement has become imperative.
- * Secretary (Education), Uttar Pradesh is the Chairperson of the Steering Committee for MPFL in respect of student involvement should immediately convene a Conference of Vice Chancellors and Programme Coordinators under the chairpersonship of the Education Minister or the Chief Minister, as the case may be, so that all problems inhibiting the pace and progress of MPFL in Uttar Pradesh through students involvement could be discussed and corrective measures taken.
- * All deficiencies and shortcomings obtaining from my 'Field Impressions' (as contained Chapter X of the report) should be carefully studied and corrective measures taken for improving the pace, content, quality and impact of the programme.

Within a very short time span since her joining, the Secretary and Director (AE) has taken lot of imaginative initiative to create a positive environment for literacy through a variety of environment building efforts which deserve to be specially commended.

- * The Literacy House, Lucknow and the SRC, Uttar Pradesh have also initiated series of measures with a view to boosting the efforts of Secretary and Director (AE). However, a complete rapport between the State Directorate of Adult Education and State Resource Centre and the Station Directors of AIR and Doordarshan of all the Stations in Uttar Pradesh is yet to be built. Since DG (AIR)

and DG (Doordarshan) have nominated contact persons' for both AIR and Doordarshan, their should now be better liaison, coordination and cooperation between these agencies in mutual interest and in the larger interest of NLM.

- * The folk culture and tradition in which Uttar Pradesh is very rich, should be harnessed to the best extent possible by identifying folk troupes and cultural groups and by initiating them into the Mission by imparting some minimal orientation and training and giving them necessary freedom and flexibility to organise cultural programmes according to their own perception and ethos.

XII
WEST BENGAL

TOUR IMPRESSIONS ON VISIT TO WEST BENGAL FOR REVIEW OF THE PACE AND PROGRESS OF IMPLEMENTATION OF NLM

(19-4-1989 TO 21-4-1989)

I had accompanied the Advisor (Technology Mission) to P.M. to Calcutta to attend a media conference organised by the State Government on all the national technology missions. I availed this opportunity of reviewing the pace and progress of implementation of NLM as a whole in the office of the Director, Adult Education and State Mission Director, NLM on 19th (afternoon) followed by a review of the extent and quality of academic and technical resource support to NLM in the office of Director, Bengal Social Service League and State Resource Centre, West Bengal on 20th April, 1989 (forenoon). This was followed by a field visit to Haripal State Adult Education project in Hooghly district on 20th April, 1989 (A.N.). I also called on the Secretary, Department of Mass Education Extension—Shri N.L. Basak; Chief Secretary to Government of West Bengal—Shri Tarun Dutta; and the Minister in-charge of the Department of Mass Education Extension—Shri Abdul Bari, in their offices at the Writer's Building, Calcutta on 21st April, 1989 (forenoon) before returning to Delhi. Placed below is a SWOT analysis i.e., an analysis of strength, weaknesses, opportunities and threats to NLM in West Bengal emanating from the review, field visit and discussions.

STRENGTH

Administrative Infrastructure :

I. The State Government have constituted a state level authority known as the State Board of Mass Education Extension with the Chief Minister as the Chairman, 6 Ministers of the State Government, 2 Sabhadhipatis of 2 Zilla Parishads and 12 non-officials as members. The Board has been made responsible for overseeing the implementation of adult and non-formal education programmes and providing operational guidelines to that effect. In its first meeting held on 17-8-1988, the Board took certain decisions which will have profound bearing on implementation of NLM in the State. These are :

- (a) A sub-committee would review the working of the ongoing projects (58) in adult education.
- (b) The State level action plan on NLM be redrafted in the light of the findings of the said committee.
- (c) A sub-committee be formed for drawing up the syllabus and for selection and preparation of learning materials for AECs.

- (d) Another sub-committee be formed for effective involvement of teachers and students in AE programme, coordination with other departments and Panchayats, Publicity for motivation etc.

II. The State Government have set up a separate Department of Mass Education Extension with a Secretary who will now look after full time the work of adult and non-formal education, library service and social education activities. Similarly there is a Minister of Mass Education Extension who is looking after full time the work of adult and non-formal education.

III. At the district level, District Boards of Adult Education and at the Panchayat Samiti level, a permanent Education Committee *स्थायी शिक्षा समिति* have been constituted. The former is headed by the Sabhadhipati of the Zila Parishad and the latter by a Karmadhyaksha, both of whom are elected functionaries. The structure of both these bodies is such as would facilitate people's participation in adult education programme.

IV. The Director, Adult Education has been appointed as the State Mission Director and District Magistrates of 2 Technology Demonstration districts (24 Parganas and Murshidabad) have been appointed as the district Mission leaders.

V. Project Advisory Committees have been constituted in respect of all 58 projects (35 SAEP and 23 RFLP).

Mobilisation and environment building

I. A voluntary body captioned 'Bangiya Sakharta Samiti' has been formed under the Chairmanship of the Chief Minister. It is the Central Committee of a mass organisation which has set up committees at the district level comprising of women, youth, farmers and labour representatives with the sole objective of eradication of illiteracy in the state. Training of volunteers and launching of mass awareness campaigns through Prabhatpheri (morning march) and Jathas (caravans) constitute two important tools for accomplishment of the Central object. 600 trainers have been trained at the Central level so far who, in turn, are training volunteers at the district level.

II. The Bengal Social Services League has initiated steps for promoting/organising Jathas, processions, mass rallies etc. aimed at creating awareness and

raising consciousness about the need for eradication of illiteracy and spread of mass education in Barasat II—Barrackpur II Rural Education Project of the League (in the North 24-Parganas district) in collaboration with the concerned Zilla Parishad and the Panchayat bodies under it. The Chairman of the Zilla Parishad, North 24-Parganas has taken a very active role in mobilising the support of the Panchayats at different levels in the Project area, the VAs in the local area and of persons interested in mass education. The week-long mass education programme which has been launched includes Jathas, rallies, mass meetings, cultural programmes etc.

Plan for complete eradication of illiteracy

Panchayatiraj Project :

According to statistical and trend analysis, West Bengal has approximately 9 million illiterates (as on 1-4-88) in 15-35 age group. Presently, 119 blocks, out of 341, and one urban area, out of 101 municipalities and corporations could be covered through RFLP (23) SAEF (35). These projects have been sanctioned at different points of time between 1980-81 to 1987-88 and do not appear to have made a perceptible impact in the respective areas of their operation in terms of attainment of literacy. With a view to achieving 100% literacy and also with a view to ensuring involvement of Panchayatiraj institutions in the programme, 20 development blocks have been taken up. This is an innovative scheme of Payment to volunteers by results. The programme in 10 blocks is to be funded fully by the GOI and the state government in respect of the remaining 10 blocks. The progress was reviewed by Education Secretary, Government of India in a meeting with the Chief Secretary on 16-3-1989. The following positive steps have been taken in operationalisation of this project :

- Central and State share of the grant has been released in January, 1989 and March, 1989 respectively.
- The 10 Blocks in 5 districts to be funded by GOI have been identified.
- Funds have been placed at the disposal of the Sabhadhipatis of Midnapore, Murshidabad and Malda.
- Proposals for constitution of Committees at the district, Panchayat Samiti and Panchayat level have been finalised and sent to the State Government.
- A set of comprehensive guidelines has been finalised by the State Government for operationalisation of the project. The salient features of the guidelines are listed below :
 - * Literacy survey to be conducted in all the villages of the block to identify adult illiterates with the voluntary service of G.P. members, teachers of recognised schools, members of mass organisations and local clubs.

- * The survey to be accompanied by motivational campaigns by mass meetings, film shows, exhibitions, hoardings and handbills, Jathas and Padyatras and folk entertainment programmes having a bearing on literacy.
- * Selection of such persons as volunteers for imparting literacy who have shown initiative, dedication and zeal in various mass campaign programmes.
- * Each volunteer to be entrusted with the task of making 40 adult learners literate.
- * Teaching learning materials to be procured from the State Resource Centre.
- * Gram Panchayat to render assistance in finding out suitable venue for imparting literacy.
- * Panchayat Samiti to integrate the scheme with the ongoing development and poverty alleviation programmes.
- * The management of the project to rest primarily with the concerned Panchayat Samiti while the District Social Education Officer will be primarily responsible for implementation and monitoring of the scheme at the district level under the overall supervision and guidance of Zila Parishad and the D.M.I. Each Panchayat Samiti is to convene a meeting of the Pradhans of G.Ps and mass organisations to explain the scheme and manner of conducting the survey.
- * Two committees for implementation and monitoring of the programme will be set up at the Panchayat Samiti level. A separate sub-committee will also be set up.
- * State Resource Centre to impart short duration training to volunteers.
- * The project to be monitored by the Directorate of Adult Education and Zilla Parishad with the help of D.M.I., DSEO and Extension officer concerned.
- * Evaluation of learning outcome to be done by an independent Committee appointed by the DSEO. The levels of learning to be attained will be the same as have been laid down in NLM document.
- * Zilla Parishad and Panchayat Samiti to maintain accounts of the Project and to submit quarterly reports on progress of implementation, physical achievement and itemwise details of expenditure.
- * An orientation programme of 5 Sabhadhipatis, 5 DSEOs, 10 Sabhadhipatis and 10 Extension Officers of social education to be held in Calcutta for a day.

Plan for complete Eradication of Illiteracy

Calcutta City :

After the Mayors' Conference held at Delhi from 30-6-88 to 2-7-88, the NLMA addressed the Mayors of all major cities including Calcutta to draw up a plan of complete eradication of illiteracy for the adult illiterates of the respective city. On 14-3-89, a meeting of 46 voluntary agencies was convened under the chairmanship of Hon'ble Minister of Mass Education Extension. Calcutta city has approximately an adult illiterate population of 0.75 million. Most of the VAs present wanted to know the details of the financial resource support which would be extended to them. According to the present pattern, at least 80 RFLPs would need to be sanctioned to cover all these adult illiterates and the estimated cost would be of the order of Rs. 12 crores. Even if the Panchayatiraj Productivity Linked Project pattern is adopted, it would need 60 projects at an estimated cost of Rs. 6 crores. Evidently, the programme of eradication of illiteracy of Calcutta City will have to be a largely volunteer based one for which the Calcutta University, Board of Secondary Education, and the Municipal Corporation will have to shoulder major share of the responsibility. One good and encouraging outcome of the meeting on 14th March, 1989 was that the Municipal Corporation will assume the role of coordinating nodal agency for eradication of illiteracy in Calcutta City as a time bound operation.

Project Management

The following plus points came out of the review of project management pattern obtaining in RFLP and SAEP in West Bengal :

- West Bengal is the third State, after Bihar and Tamilnadu, where the number of SAEPs is more than RFLP. Unlike Bihar and Tamilnadu (where SAEPs have 100 AECs each), however, the SAEPs in West Bengal have 300 AECs each and have the same pattern as that of RFLP (only they do not have a vehicle at the disposal of the project).
- Fifty per cent of the AECs are meant for women and are manned by women instructors.
- Overall literacy percentage of CD Blocks and concentration of Scheduled Caste and Scheduled Tribe population have been important criteria for location of projects.
- The names of all projects and AECs and location thereof are available on record.
- Instructors are being selected from amongst the local community by the G.P. concerned. The names are finally approved by the District Board of Adult Education after thorough scrutiny at the level of PO.
- All instructors have been given training (both pre-service and recurrent) spread over a period of 12 days @ 8 hours per day. Training is residential and the State Re-

source Centre has been closely involved in the process.

- All POs and APOs of RFLP and SAEP (except those of North Bengal) has been imparted training by the SRC at the headquarters of Bengal Social Service League.
- Unlike other States, the vehicles of RFLP which are in good running condition are not ordinarily being requisitioned by other departments. Besides, the vehicle of RFLP is jointly pooled and shared by the PO of RFLP and SAEP and the DSEO with overriding priority to the claim of the P.O.
- All teaching learning materials such as primers, workbooks, exercise books, charts etc. are being procured by the P.O. (of the Project) direct by placing an indent with the SRC in advance.
- All teaching aids such as blackboards, slates, chalk, pencil, lead pencil, lantern etc. are being procured direct by the P.O. in consultation with the Project level Advisory Committee. This has relieved the Director of the onerous responsibility of procuring the teaching learning materials and teaching aids and he is comparatively free to plan, monitor and oversee the implementation of the programme.

Monitoring

The quarterly progress reports sent by the POs of RFLP and SAEP to the Director, Adult Education are being scrutinized in the latter's office with particular reference to the following indicators :

- a. Enrolment of female learners.
- b. Enrolment of SC/ST members.
- c. Rate of drop out.
- d. No. of persons who have been made literate.

Evaluation of Learning Outcome

Learning outcome is being evaluated once at the end of the course on the basis of the guidelines issued by the Director, Adult Education, Government of India and also on the strength of the instructions which are imparted to the instructor at the time of his training. Standard questions are set by the P.O. in respect of all the AECs in a project. The test is conducted by the instructor but supervised by the Panchayat members. The average percentage of successful learners i.e. those who have been made literate in relation to the number of learners enrolled in the beginning is 40 which is a modest one.

Inspection, supervision and overall guidance to the programme

During 1988-89, the Minister-in-charge, Mass Education along with the Secretary of the Department and the Director of Adult Education had prepared a schedule of inspection of all the 17 districts of the State and they have completed the schedule

recently. During this long sojourn, they had made it a joint to meet all the officials and non-officials at the district, block and G.P. level such as Sabhadhipati Sabhapati, Karmadhyaksha, Pradhan, D.M., DSE, BDO etc. to talk to them and impress on them the need for adoption and implementation of a time bound plan of action for eradication of illiteracy.

Despite shortage of supporting staff, the Director, Adult Education and the Deputy Director (Monitoring) have been inspecting RFLPs and SAEs from time to time and have been issuing directions for overall improvement and qualitative change in the implementation process. Like Mrs. Neelam Nath, ex-Director, Adult Education, Bihar and at present Collector, Lohardega, some of the circulars issued by the present Director, Adult Education—Shri M. Roy, are specimens of rich imagination and deep commitment to adult education. Through these circulars, he has also shared lot of information with his DSE and PO. There are detailed instructions about maintenance of project cash book, stock book, project vehicle, nodality of conducting surveys. The circulars also elicit his deep concern for proper implementation of the programme.

Academic and Technical Resource Support Bengal Social Service League—the State Resource Centre

In Bengal Social Service League we have both a voluntary agency as well as a centre of learning with a long and illustrious tradition. Its history of 75 years (it was founded by Late Dr. D.N. Maitra, an eminent surgeon of Calcutta) is the history of dedicated social service and adult education. The League was the spontaneous reaction of Late Dr. Maitra to a talk delivered by Late Ramanand Chatterjee on 26-1-1915 on the need for involvement of VAs to bring about social change. From the beginning, the emphasis in the activities of the League was on education. The objective was sought to be achieved through audio-visual means. Illustratively, the message of literacy was sought to be conveyed through magic lantern slides. The slides covered a wide range of subjects such as health, family welfare, child marriage, female literacy, community development etc. It is a testimony of the imagination and vision of Late Dr. Maitra—the founder of the League that he could realise the tremendous potentiality of audio-visual media as an instrument of individual and social change even in the early part of twentieth century. A chain of social service institutions charged with lofty ideals followed the League in quick succession such as the School of Popular Education, the Fellowship Club and Jhri Nanda. These were adorned by luminaries like Rabindranath Tagore, Acharya Jagdish Chandra Bose, Acharya Prafulla Chandra Roy, Dr. Brojendranath Seal, Sir Nilratan Sarkar, Ardhendu Kumar Ganguly and so on. The League has passed through extremely traumatic moments of history when any socio-cultural-philanthropic activity was held in suspect. The League has not only survived this trauma but has added many feathers to its cap from year to year. Today it is a pioneer in emphasizing the crucial importance of Mass Education as a tool of individual development and social change.

Material Production :

The first material brought out by the League was based on picture-word-syllable syndrome, a technique evolved by Dr. Laubach. Over the years, there has been phenomenal progress in preparation and production of diversified, relevant and need-based teaching learning materials for adult learners like books, charts, lesson posters, blow-ups, flash cards, flannel graphs, slides, puppets, films and other audio-visual materials. These materials deal with a variety of topics which are of direct interest and relevance to the lives of adult learners such as :

- Improved agriculture.
- Improved animal husbandry (dairy, poultry etc.).
- health, hygiene, sanitation, nutrition.
- cooperatives.
- social forestry.
- protection and conservation of environment.

A large number of supplementary and follow up materials on the above and related issues have been published which are based on the essential principle of self-reading. The supplementary materials have short sentences, simple words and repetition of unfamiliar words. In follow up materials while the length of sentence and the number of words have been increased, the material has been designed in such manner as, would facilitate easy reading.

Linguistic variety and bilingual primers :

Bengali is the standard language which is used uniformly all over West Bengal. There are however, certain ethnic groups like Santhals in Midnapore, Birhum and Bankura who speak Santhali, Gurkhas and other mixed Paharias (hill people) who speak Nepali, the tribals of Darjeeling district who speak Lepcha, Bodos of Coochbihar who speak the Bodo Language which are distinctly different from the standard Bengali language. According to the conclusion reached in the workshop organised by the Directorate of Adult Education, Government of India on 15-4-88, bilingual primers should be designed for such linguistic and ethnic groups which have a population of 50000 in a region or 1 lakh in the whole state. As a follow up of this workshop, the SRC had organised a seminar on 28th and 29th November, 1988 which reached a consensus to the effect that the primers should be written in major languages like Bengali, Hindi, Urdu, Santhali, Nepali, Lepcha and Oraon. The State Resource Centre has already designed primers in Santhali and Nepali which are based on the words used by the Santhali and Nepali speaking people. Although in West Bengal the script of the Santhali primer is Bengali, certain variations have been introduced in the primer to facilitate correct pronunciation of Santhali words. The State Resource Centre is in the process of designing bilingual primers in these 2 languages to enable the Santhals and Nepalis to switch over to Bengali. Eventually, this will be the phase II of this effort.

Yet another interesting and innovative development in the field of material production is the recent decision taken in the meeting of the Advisory Committee of the SRC to design a primer for the coal miners of Raniganj and Assansol belt who speak the Madhesia dialect. They are essentially the interstate migrant workers from Bihar and Madhya Pradesh who have settled down in the coal mine areas for generations. The Madhesia dialect is also used by the tea plantation workers, most of whom have been working in the tea gardens for generations. The very fact that the SRC is conscious of the existence of a number of languages and dialects in West Bengal and the need for designing separate materials for these linguistic groups, notwithstanding the rich state of development of the Bengali language itself is a testimony to the progressive and liberal attitude of the SRC in regard to development of primers as a tool of language teaching learning process.

Actual process of designing prototypes :

This is done in three phases. The entire process is participatory. In the first phase, a writers' workshop of one week's duration is held in which creative thinkers, writers, artists, linguistics, anthropologists, sociologists, subject matter specialists participate. They are familiarised with the process of material production, content of the material and methodology of teaching learning. Thereafter, they are sent to the field to prepare the first text of the primer or the prototype by studying the local dialects, manners, customs, food, dress, conversation and culture. They come back with a rich experience which is shared in the second workshop and where the text is finalised with suitable illustrations. Most of the illustrations are visualised by a group of artists and with the help of photographs brought from the field and under the overall guidance of Shri Bijan Chaudhury (who was the Principal of Calcutta Art College and who himself is an excellent visualiser and illustrator). The material is then sent for field testing which is conducted with the help of functionaries of adult education working in the projects. On an average, three month's time is taken for designing a prototype, field testing and final printing of the primer. It is encouraging to note that all Government Projects and voluntary agencies (except Ramakrishna Mission) are making use of the primers prepared by the State Resource Centre.

Material Production for post literacy and Continuing Education :

The same process of material production is adopted for post literacy and continuing education i.e. through workshops involving creative thinkers, writers, artists, linguistics, sociologists, economists, social workers and functionaries of development. The content of the material as also the methodology adopted is slightly different for neo-literates who have acquired some level of literacy and numeracy and, therefore, the whole process is intended to facilitate easier reading and writing and better access to the world of information.

The theme of the materials for the neo-literates encompasses within its fold the following :

- Science.

- Environment.
- Health, hygiene and sanitation.
- Nutrition.
- Infant mortality and immunisation.
- Family welfare.
- Maternity protection and child care.
- Women's equality and empowerment.
- Repair and maintenance of tubewell, bicycle, electrical repairs etc.
- Consumers' education.
- Low cost housing.
- Population education.

It was encouraging to learn that the Government of West Bengal has taken a decision to buy major portion of the post literacy and continuing education materials for the JSN from the SRC. A selection committee has been constituted for this purpose with the Director, State Resource Centre as a member and the Committee would be shortly finalising the list of books for JSN to be purchased during 1989-90. So far out of 100 titles, 50 have been procured from the State Resource Centre.

The newspaper for the neo-literates—'Chalti Jagat' comprises of two parts i.e. one for the neo-literates and the second for the advanced literates. In the first the letters are bold and the sentences are small, whereas in the second part, the letters are small and the sentences are comparatively longer. Both together have been priced at 30 Paise per copy which is quite inexpensive compared to regional newspapers. 'Chalti Jagat' is in circulation for the last 25 years. It is supplied to the Programme Coordinators and Programme Officers in the colleges, to the adult education centres and JSNs and to all those who have completed MPFL course. Copies are also sent to the rural libraries and community reading rooms. It is encouraging to note that a good number of people in rural areas subscribe to this newspaper.

MPFL materials :

The methodology followed in designing the MPFL primer is comparatively simpler as it is intended to cover fewer lessons in 150 hours duration of learning. In addition to the basic primer, the literacé kit for MPFL comprises of the following :

- Abhyas Pustika.
- Anko Sekho (Learn arithmetic).
- Supplementary reader incorporating the theme of population education.
- Teachers' Guide.
- Sikshan Sahayak.
- Progress report.
- Assessment card.
- Letter card.
- Sentence card.

Rapid Literacy Primer :

In conformity with the strategy of NLM and in pursuance of the conclusion of the Seminar organised by the SRC in November 1988, a new primer has been designed with the thrust on improvement of the pace and content of learning and which will reduce the overall duration of learning. The salient features of the new primer are as below :

- Earlier two primers were designed, one for men and another for women. The present primer is meant for both men and women.
- The lessons in the new primer are comparatively simpler and better illustrated.
- The lessons in earlier primer were loaded whereas the lessons in the new primer are less. The lead sentences are shorter.
- The teacher's guide has been suitably modified.

All these are intended to facilitate rapid literacy and learning.

Materials in other languages :

Although the thrust in NLM is on rural areas, on Scheduled Caste and Scheduled Tribe, the specific need for designing separate material for the urban population in general and urban slum dwellers and interstate migrant workmen cannot be belittled. Appropriately, therefore, the SRC has designed the following materials for these groups of disadvantaged population :

- Primers for the slum dwellers.
- Two primers which are translated versions of the first in Hindi and Urdu.

A Critical Review of the quality of teaching learning material :

Any standard teaching learning material should possess the following characteristics to make it more appealing and acceptable to the clientele :

- It should reflect the working and living conditions of people in a particular area.
- It should conform to the specific need of different occupational groups of people to the extent possible.
- It should enable the learner to critically reflect on the existential reality in which the learner has been placed, should make the learner critically aware of the generative factors of disadvantage affecting the learner's life and should equip the learner to grapple with those factors and eventually overcome them.
- It should have bold print, simple words which are used in a particular region and intelligible to the people and small sentences (not more than one line).

Judged by these norms and criteria, the materials produced by the SRC can be categorised as excellent. The basic literacy and numeracy primer has been designed in a simple and intelligible manner, well visualised and illustrated and supplemented by a number of supplementary readers and follow up materials which would conform to the specific needs of different occupational groups in different situations. The Director, State Resource Centre indicated that there is a system of obtaining regular feedback of use of primers, supplementary readers and follow up materials from the field functionaries and to review the materials in the light of various reactions to the quality and usability of materials as may be received from time to time.

The teaching learning materials produced by the SRC have been supplemented by the following :

- Charts on environment pollution.
- Charts on promoting a rational, scientific, anti-fundamentalist temper and outlook.
- Charts on divisionism and factionalism in society and how to counteract them.
- Charts on the need for clean and potable water.
- Charts on immunization, maternity protection and child care.
- Charts on disabilities and handicaps suffered by women at home and at work, in family and the society, protection and safeguarding of women's rights—civil, political, legal and economic.
- A booklet on protection of consumer's rights.
- A booklet on biogas.
- Using theatre as a means of communication.
- Flash cards to facilitate better learning.

Additionally the State Resource Centre has made the following significant contribution in the field of material production :

- NLM document has been translated into Bengali and is under print.
- JSN document has already been translated into Bengali and published.
- The scheme of Central Assistance to Voluntary Agencies has also been translated into Bengali.
- Twenty-five slides depicting various components of JSN activities have been prepared.
- Tribal literacy in West Bengal.

Training of Adult Education Functionaries :

(to the extent they concern SRC)

- Separate training manuals have been designed on the methodology and content of training of the following functionaries :
 - Instructors
 - Preraks
 - POs and APOs
- The course content is comprehensive and covers both, how to teach and what to teach. It covers both, imparting of information (for general and social awareness) and imparting of skills.
- The training manuals have been supplemented by a good number of audio-video cassettes prepared by the State Resource Centre on how to teach, how to mobilise and motivate the learners, how to sustain an abiding interest in them for learning etc.
- Voluntary agencies except Ramakrishna Mission are availing of the training facilities from the State Resource Centre.
- The cumulative total of training camps run by the State Resource Centre (either exclusively by itself or in collaboration with others) since its inception till the end of the year 1985-86, is 348, in which a total number of 1802 persons have been trained.

A few other innovations which have been introduced in the training programme by the State Resource Centre are as below :

* **Workshop for material development**
Through such workshops the participants are enabled to develop curriculum according to the needs and problems in the field.

* **Workshop on utilising Popular Theatre for promoting adult education**

The Popular Theatre is a folk form of expression, entertainment and education which dispenses with the need for stage, make up and lighting arrangements. Local resources, local folk forms, body movement and expression of emotions are employed in this type of theatre through workshops of 2-3 days duration during the training camps. The participants are helped to develop some manuscripts based on some specific problems which the learners encounter.

* **Simulation games**

The purpose of simulation games introduced by the State Resource Centre is to explain vividly to the trainees the technique of exchange of ideas, thoughts and culture between one group or community and another.

* **Research, evaluation and experimentation**

The State Resource Centre has made significant contribution to the above field as would be evident from the following :

- * Survey sheets and progress report form have been designed.
- * State Resource Centre has helped the Directorate of Adult Education, West Bengal in developing an appropriate monitoring system.
- * An evaluative and comparative study of teaching learning materials for adult learners in Bengali language has been undertaken.
- * A case study on the drop out of adult learners at the adult education centres has been published.
- * A study on the problems in acquisition of literacy in West Bengal with specific reference to the needs of the weaker sections of society has been undertaken.
- * A research study entitled 'Some Observations in the Adult Literacy Situation in India, has been published and printed.
- * A study on 'Literacy coverage in India—A Situational Analysis' has been taken up.
- * A study to assess the literacy achievement of women in West Bengal has been taken up.
- * An evaluation study of the problems and special requirement of adult education among the weaker sections based on data collected from the adult education centres of Purulia, Bankura, Midnapore, Hooghly and 24-Parganas has been taken up.
- * A study on the reading interest and habits for a particular village in West Bengal was taken up and interim report published.
- * The State Resource Centre has developed a method of self-assessment of learning by the learners in adult education centres.
- * An evaluation study of the government run RFLP in West Bengal has been published.
- * **Seminars and Symposia**
The State Resource Centre has organised about 40 seminars and symposia covering a wide range of subjects such as, population education, environmental education, developmental education, conceptual clarity on adult education, monitoring and evaluation, linguistics, tribals and their special requirement, popularisation of science and technology etc. by March, 1986 either by itself or in collaboration with other agencies. These seminars and symposia have been attended by teachers, students, NSS volunteers, voluntary agencies, development departments etc. Additionally, the Director, State Resource Centre and other members have participated in 100 seminars, conferences held by various agencies in and outside West Bengal. In his individual capacity the Director has been invited to the Asian

Cultural Centre for Unesco, Tokyo, Japan as an expert on production of literacy material.

From the above, it is abundantly clear that the Bengal Social Service League and the State Resource Centre for West Bengal has been making pioneering contribution to the field of provision of academic and technical resource support to adult education, research, evaluation, experimentation, community services and social services in a big way. In recognition of the outstanding services of the League, it has been awarded Krupskaya Medal and the International Literacy Prize for Unesco in 1986.

Post Literacy and Continuing Education—Management of JSN

During 1987-88 (February, 1988), sanction for 165 JSNs was issued by the Government of India. Subsequently, in March, 1989 sanction for 535 JSNs have been issued in two lots, thus bringing the total number of JSNs in West Bengal to 700. In course of review, it transpired that the following action has been initiated for operationalisation of JSNs :

- Guidelines for selection of location of JSNs have been issued. These are fairly comprehensive and conform to the NLM guidelines.
- Two committees have been set up for operationalisation of JSN namely, (i) JSN Committee for each JSN which will be responsible for selection of the location of JSN as also for procurement of materials; (ii) District Level Committee, which will be responsible for selection of Prerak.
- Detailed guidelines issued by the Director, Adult Education have emphasised that covering representation should be given to women and to persons belonging to Schedule Caste and Scheduled Tribe community in selection of Preraks.
- In addition to the 700 JSNs sanctioned by the GOI for the RFLP, 300 JSNs have also been sanctioned by the State Government for the SAEP.
- A committee has been constituted with the Director, State Resource Centre and Director, SCERT as members to scrutinize and adjudge the suitability of the titles designed for the neo-literates. The preliminary scrutiny has been completed and final selection was to be held on 20th April, 1989. Norms and criteria for selection of the materials for neo-literates have been laid down and these are :
 - a. type phase;
 - b. lay out;
 - c. quality of binding;
 - d. illustrations;
 - e. inexpensive material.
 - f. overall suitability of the material.

Library service and movement

Library service is an important component of JSN. It is a happy augury that West Bengal has provided statutory support to library service and movement and as, on date, 2600 public libraries have been opened and are functioning in both, urban and rural areas. Yet another happy augury is that the Secretary, Mass Education Extension is also the Secretary of the Library Department.

Voluntary Agencies

Out of 15 Voluntary Agencies in 1987-88, who have been sanctioned central grants-in-aid, proposals of 9 VAs have been sponsored by the State Government and the remaining 6 have been entertained by the NLMA direct. The State Government is holding meetings, conferences and conventions from time to time to identify good and reliable voluntary agencies and recommend their involvement in NLM. Three such conferences were recently held—one at the State Resource Centre and the others (on 14-3-89 and 4-4-89) with the Municipal Corporation, Calcutta, Department of Mass Education Extension and others.

The Directorate maintains a list of Voluntary agencies which have been sanctioned grants-in-aid from year to year.

The performance of VAs for the year 1986-87 has been evaluated by the Joint Evaluation Team during 1987-88.

Performance of VAs is being monitored by the DSEO of the district concerned.

Mass Programme of Functional Literacy

a. Students

-- Seven Universities of the State are implementing MPFL through university and college students. During 1988-89, number of volunteers were involved in the programme. They, in turn, mobilised and enrolled number of learners.

--- The Board of Secondary Education, West Bengal has taken, on the request of the State Government, a very bold and positive decision to involve about 3 lakh, out of 5 lakh, school students in NLM. This decision was taken on 19-4-89. In the wake of this decision, a detailed action plan involving school students in NLM, their place of study, their area of operation, requirement of teaching learning material is being worked out.

b. Prison management and staff

The present project concentrates on important jails (which are 3 in number) in Calcutta city with about 3000 life convicts who continue to be illiterate. The other jails will be progressively covered.

c. Nehru Yuvak Kendra

Sanction of 420 NYKs was issued in February 1989. They are yet to get in touch with the Director, Adult Education or State Resource Centre either for material or training. The Directorate has no information if these AECs have been made operational.

d. Railways

40 AECs have been opened by the Eastern Railways. A very encouraging factor of the involvement of the Railways is that a circular has been issued by General Manager, Eastern Railways to the effect that no employee will be allowed to draw pay by thumb impression any more.

VISIT TO HARIPAL PROJECTS (SAEP) ON 20-4-89 (from 2.00 PM to 10.00 PM)

Plus Points

- The project with 300 AECs was established in 1984 and during the last 5 years 39,000 persons have been enrolled (19,000 male and 20,000 female). Of the 16,000 who appeared for the final test, 14,500 are reported to have been made literate.
- Both, the PO and APO have been trained. Both of them appear to have familiarised themselves with the objective and strategy of NLM.
- There is a permanent Education Committee, which is one of the 9 committees of the Panchayat Samiti, and which involves itself fully with the adult education programme.
- The process of selection of 10 Preraks for 10 JSNs sanctioned recently has been initiated by the District level Committee headed by the Sabhadhipati and is expected to be completed shortly.
- Evaluation of learning outcome is being done systematically at the end of the course and all the test reports are being kept in the project office.

Visited one female literacy centre and one centre for Santhal tribes in the project and the visit revealed the following strengths in the programme :

- The instructors are educated, trained, have acquired the skill to communicate with warmth and geniality and have succeeded in bringing themselves completely at home with the adult education centre.
- The pace and progress can be said to be encouraging. The learners, during a period of 6 months, have been able to write their names, are able to count and do simple arithmetic (addition and subtraction upto 3 digits), are able to read (though haltingly) and are able to write legibly. As a matter of fact, most of the learners belonging to the Santhal tribe were able to write their

names in a straight line, in a very neat hand and in a manner which will be the pride of any literate person.

- Although Santhali is the mother tongue of Santhal tribes, all of them unanimously expressed their desire to learn through Bengali medium. This shows that the learners do not have any particular taboo to learn through their mother tongue. They view their learning more in functional terms.
- All teaching learning materials supplied by the State Resource Centre to the project have been supplied to the Centre and they are being used by the learners. Charts supplied by the State Resource Centre are also being used.
- Members of the village community have made available a portion of their premises for location of the AEC.
- The local BDO is showing keen interest in the proper management of the centre.

Other Specific Plus Points

- One of the good and innovative steps introduced by the Director, Adult Education is a continuous evaluation of the performance of adult education programmes. Clear instructions have been issued to the POs about the efficacy and efficiency of a centre, efficiency of learner together with instructions to close down a centre which is not able to attract sufficiently large number of learners over a long period of time.

Additionally, the following measures have been taken by the Government of West Bengal for promoting adult literacy for women :

- POs and Panchayat functionaries have been asked to open at least 50 AECs, out of 300 in a project, during the next session (1989-90) for women.
- For new projects, the number of AECs will be 200 for women and 100 for men.
- In a newly opened SAEP at Namkhana Sagar, 91 centres have been opened for men and 209 for women. In other words, an overwhelmingly large number of centres are being opened for women.
- Selection of women instructors vis-a-vis Preraks will be 2 : 1.
- Large number of women volunteers are being involved in Jathas and marches for creation of environment and mobilisation.

Weaknesses of the Programme

Administrative Infrastructure

- The Office of Director, Adult Education and the State Mission Director is at present functioning in 3 small cubicles at 50 Rippon

Street, which is in one of the busiest and noisiest corners of Calcutta city. Space of barely 500 Sq. ft. for the office of State Mission Director is somewhat incomprehensible. There is no conference room and no space even for holding small internal meetings. The working environment is least congenial.

- Under the revised pattern of the plan scheme of strengthening the administration of adult education at the State and District level, West Bengal is an 'A' category State and is entitled to 37 posts (both, gazetted and non-gazetted). The revised pattern has, however, not yet been adopted and implemented by the West Bengal Government. The State Government have asked for a categorical assurance that the posts sanctioned under the scheme would continue beyond 1995. Such an assurance cannot be given without the concurrence of the Planning Commission and the Ministry of Finance. The correct factual position has been explained to the State Government but no final decision has yet been taken. Consequently, the funds meant for West Bengal in the central funds could not be released.
- In the absence of a proper staffing pattern, the Director is heavily handicapped to discharge his day to day duties as also in doing justice to the work of the Mission. Illustratively, there is just one Accountant to handle accounts of all the 58 projects worth Rs. 5 crores and no Accounts Officer.
- Due to acute shortage of officers and staff at the middle level, there could not be any rational and judicious distribution of work among the two Deputy Directors (of which one is full time and another part time).
- There is no vehicle for the purpose of tour of the two Deputy Directors, for carrying publicity and other materials to the field etc.
- Difficulty faced by the State Mission Director due to shortage of staff has been further aggravated by a number of court cases pending in the hon'ble High Court and Supreme Court. Considerably amount of precious time and energy of the Director and the two Deputy Directors is being spent on attending to the court cases and in complying with the directions.
- West Bengal has 17 districts (including Calcutta) and for every district, there is a District Social Education Officer who is Class I officer of West Bengal Education Service. Although the DSEO is supposed to handle the work of adult education, she/he is under the direct control of Director, Public Instructions and not under the Director, Adult Education who is the State Mission Director. This dilutes accountability and control which is not conducive to the accomplishment of the objects of the Mission.

- Out of the 17 DSEOs, 9 are in position and the work of the remaining 8 DSEOs is being handled by officers of other departments (DI Schools or District Physical Education Officer). In a few cases, the DSEO of one district is also looking after the work of another district. This has further eroded the efficiency of the administrative set up responsible for adult education at the district level.

- The revised pattern of administration of adult education for the district level has also not yet been implemented. There is only one post of Head Clerk in position. Although the post of Statistical Assistant has been sanctioned, it has not yet been filled up. The DSEO is, therefore, greatly handicapped in attending to the work of the Mission at the district level.

Project Management

- The revised pattern of RFLP has not yet been adopted and implemented by the State Government. In the absence of this, the projects (both RFLP and SAEP) continue to function under the old pattern which provides for one PO and one APO which is not considered adequate to grapple with the emerging challenges arising out of the Mission.
- Number of illiterates in 15-35 age-group and the female literacy rate are important considerations which have not been taken into account while selecting the location of adult education centre in a particular village. The number of illiterates in this age-group was neither available at the time of opening of the centres nor now.
- The number of projects allotted to a district and location of the projects is not proportional to the total illiterate population. Illustratively, Malda, West Dinajpur and HUBLI were allotted the same number of projects as 24 Parganas, Midnapore and Burdwan which have a much higher number of illiterates and, therefore, were entitled to more projects.
- According to the procedure outlined in NLM document, the instructors are to be selected by the Village Education Committee. Such committees have, however, not been formed in West Bengal as yet. The instructors are, therefore, being selected from out of the local community by the Gram Panchayat.
- The supervisors are expected to be part-time volunteer workers like the instructors and not full time paid employees of Government. Unfortunately, however the procedure followed in West Bengal by notifying the vacancies inviting applicants through the local Employment Exchange and scrutinising the names of applicants by a committee of the District Adult Education Board has rendered a formal character to the entire process of selection of supervisors and weakened the case of the State Government before the

hon'ble High Court Calcutta to plead that supervisors are part time volunteer workers and not full time paid employees of Government.

- Services of officers from other departments of Government are being placed at the disposal of the Director of Adult Education on deputation basis for appointment as APO/PO. Such persons may not have enough stakes in the functioning of the project as also sufficient commitment to its work. Besides, most of the POs and APOs are elderly persons, who, on account of limited mobility, are unable to discharge their functions relating to supervision, inspection and control.
- Although the Director, Adult Education has been notified as Head of the Department, he is competent to select only the Clerks and peons and the rest are being posted by the Director, Public Instructions. This dilutes the authenticity and effectiveness of Director, AE.
- The PO is the Drawing and Disbursing Officer for payment of honorarium to the instructors and Preraks. The Director places the allotment received from the GOI at the disposal of the PO, leaving him free to disburse the honorarium to the functionaries. There have been instances of minor delay in such disbursement. Implementation of the existing procedure in the absence of a banking treasury or non-banking treasury at every block headquarters or project headquarters has been found to be difficult.

In course of review, the following major weaknesses were observed in the field training :

- Training continues to be conducted and imparted by the project functionaries.
- A large number of functionaries are being trained in one day for which necessary infrastructure may not be available.
- Although the State Resource Centre has designed a large number of charts, flash cards, audio cassettes etc., these are yet to be fully used for training of instructors.
- Although 5 District Resource Units have been sanctioned for West Bengal, these have not yet been made operational. All the 5 DRUs form an integral part of DIET which is manned by persons having orientation largely in the formal system. It is doubtful, therefore, if these DRUs will be effective in imparting training to the instructors.

Weaknesses in Project Management emanating out of Field visits :

- The POs of SAEP do not have a vehicle. They have to do the touring on their own motorcycle. The TA limit allocated for

this purpose is Rs. 200/- per month which is too meagre.

- The contingencies provided in both, the RFLP and SAEP is Rs. 10000 per month which has been found to be insufficient consequent on increase in the contingent expenditure like HRA, K. Oil etc.
- Allocation provided under SAEP is Rs. 60/- per centre for purchase of 5 lanterns (as the revised pattern of RFLP has not been adopted). The cost of a good lantern today ranges between Rs 30 to 35. It is becoming increasingly difficult to procure lanterns of good quality at the old rate. The lamination of the lanterns is found to be extremely poor.
- Equally inadequate is the allotment for K. Oil (Rs. 20/- per centre, per month). At the rate of Rs. 2.50 per litre, hardly 8 litres of K. Oil can be purchased, whereas the actual requirement of K. Oil is 12 litres. Most of the adult learners in rural areas belong to the category of landless agricultural labourers and marginal farmers (who have 3 Kathas of land). They find it extremely difficult to attend the programme for 11 months, which is an unduly long period of time and which taxes their patience. Besides, both men and women work upto dusk in the field and find it extremely difficult to attend the AEC in the evening hours after the hard day's manual labour. Many learners do not feel sufficiently motivated but come to the AEC on account of fatigue factor. Besides, passive resistance from the landlords to the programme coupled with the frequency of agricultural operations, are also important stumbling blocks for such attendance.

- Development functionaries do not regularly visit the AECs. Even if they visit the AECs, it is more by way of rural tourism and not for having any sustained interest in the programme. Most of them do not want to spend longer time in the village after Sun set.
- Teaching learning process tend to be stereotyped due to non-availability of audio-visual materials.

Post Literacy and Continuing Education :

- No report has yet been received about selection of location of JSN, selection and training of Preraks and procurement of materials for the JSN and mechanism for involvement of development functionaries in the functioning of JSN.
- The scheme of JSN as spelt out in the NLM envisages a dual functionary namely, (a) Prerak; (b) Supervisor. The Prerak

is expected to work 3 days a week to organise the various activities in JSN such as Charcha Mandal, Library service, reading room, games, sports, other educational, cultural and recreational activities, dissemination of information etc. For the remaining 3 days, she/he is expected to visit the AECs for supervision as also for carrying books for distribution to the neo-literates. The Government of West Bengal, however, have a different plan in regard to operationalisation of the scheme of JSN. They are contemplating to use the Prerak only as person incharge of JSN and not as Supervisor. In taking this decision, the Government of West Bengal have been largely guided by the judgment of the Calcutta High Court as well as the Supreme Court. But this may defeat the more laudable objective of the new scheme i.e. establish an outreach with a larger clientele numbering 5000 in 4-5 villages which constitute the jurisdiction of JSN. Such an outreach cannot be established without the functionaries being mobile.

Mass Programme of Functional Literacy :

- During 1987-88, a target of 14,227 student volunteers was fixed against which the achievement was 14,655. Due to decrease in allocations for N.S.S., the target was brought down to 6800 against which the achievement was 6500. During 1989-90, a target of 8500 N.S.S. volunteers has been kept. There are 11 universities in West Bengal and it should be possible to substantially increase the number of N.S.S. volunteers. The Department of Youth in consultation with the state government should increase the number of N.S.S. volunteers for West Bengal.

No impact evaluation of MPFL (with involvement of student volunteers) has yet been conducted which could have thrown some light on the success or failure of the student volunteer based mass programme for functional literacy.

Voluntary Agencies-Involvement thereof

- Good voluntary Agencies like Ramakrishna Mission are reported to be reluctant to work for National Literacy Mission primarily on account of (a) they are acutely conscious of their own good name and do not want to earn a bad name in the event the programme not registering a good success; (b) many voluntary agencies prefer to work on their own rather than seeking financial assistance from Government, which is on account of long drawn out and cumbersome procedures and also avoidable documentation.

Specific Suggestions for Improvement :

- The State Mission Director has been offered accommodation in Unnayan Bhawan located in the Salt Lake area. The new building is not yet ready. The area is sufficient but the difficulties will be many i.e. (a) The long distance of Salt Lake from Writers' Building and the time which will be lost in commuting the distance; (b) telephone connection will take long time; (c) The new office will be remote from the point of mass contact. In view of this, it may be appropriate if the State Mission Director is offered accommodation in the Writers' Building along with other DPis.
- Since the State Mission Director is greatly handicapped in discharge of his duties in the absence of supporting staff, the State Government should accept the revised pattern of strengthening of administration (which will be fully funded by the Government of India) without further delay, should sanction and fill up the additional posts.
- Simultaneously, the following sanctioned posts which are lying vacant for a long time at the State, District and Project level should be filled up in the larger interest of making the Mission fully operational :

* Assistant Director	2
* DSEO	8
* Addl. DSEO	3
* PO	3
* APO	26
- While selecting persons on deputation, due care may be taken to select such persons who have the aptitude, inclination and commitment to work for adult education and exclude persons who are reluctant to shift outside Calcutta.
- After the sanctioned posts and additional posts according to the revised pattern, are filled up there should be an equitable distribution of workload among the officers, preferably by way of allotting the 17 districts among the officers and making them fully responsible for these districts
- An additional vehicle (preferably a Gipsy van) may be placed at the disposal of the Mission Director to enable him to plan out the tours of self and other officers, for transport of materials and location shooting of films, slides etc.
- The State Mission Director should be delegated sufficient administrative and financial powers in regard to selection and training

of personnel so that he does not have to look up to his counterpart i.e. the DPI and others also to enable him to do justice to the work of the Mission.

- To facilitate better accountability, control and results, the DSEO should be placed under the control of Director, Adult Education and the State Mission Director with immediate effect. If that is not possible, 16 new posts of DAEO which have been sanctioned should be filled up immediately.
- The revised pattern for strengthening the administration of adult education at the district level should be implemented simultaneously.
- In view of the deficiencies of the old pattern of RFLP, the new pattern should be adopted and implemented and extended to SAEP as early as possible.
- Due to paucity of resources it is not possible to go in for any expansion of RFLP and, consequently, it is not possible to meet the demand of the State Government for 12 additional RFLPs. The State Government should, instead, try to reallocate the RFLPs to the districts on the basis of (a) total illiterate population (b) adult illiterate population (c) adult illiterate population among Scheduled Caste and Scheduled Tribe (d) performance of a project in a particular area over a period of time (5 to 10 years).
- In view of the fact that most of the APOs and POs (on deputation from different departments of government) at present are fairly advanced in age, lack mobility and are unable to discharge their functions, a screening committee may be constituted to screen their performance. Such of the POs and APOs whose performance has been found unsatisfactory may be repatriated to their parent dept. and the vacancies may be filled up by direct recruitment.
- All necessary measures need to be taken to ensure timely disbursement of honorarium to instructors and Preraks.
- Instead of arranging the training of instructors through Projects, it will be much better if resource persons are locally identified and trained by the SRC so that they can provide a much better orientation and training to the instructors.
- The duration of learning in the adult education centres should conform to the duration of Phase-I (8 months) and Phase-II (4 months) as intimated to all the State Governments in January, 1985. This should undergo further change after detailed guidelines on the Rapid Literacy Learning Techniques have been issued and the

Rapid Literacy Learning Primer has been made available by the State Resource Centre.

- The permanent Education Committee at the block level and the Advisory Committee at the district level should take stock of the factors which are responsible for the present heavy drop out phenomenon and specific measures should be taken to arrest the instance of drop out. Some of these measures which could be considered for introduction are :
 - * The timing of the adult education centre should be strictly according to the convenience of the learners. Such timing could be different for male and female centres
 - * Adequate number of audio tapes, charts, posters etc. should be supplied to the adult education centre which would impart a livelier dimension to the programme.
 - * Development functionaries should be made to visit the adult education centres and should be made to spend a portion of their valuable time by sitting with the learners, inter-acting with them and providing information about various development programmes as also about the various legal and institutional arrangements which have been enacted/institutionalised to protect and safeguard the interests of various categories and sub-categories of unorganised rural labour.
 - * In the absence of rainfall since September, 1988 drought conditions in the countryside have worsened. The village tubewell in many places is not working and there is no alternative source of drinking water. Necessary measures should be taken to provide a support system wherever drought conditions are prevailing and also to minimise the hardships by having the tubewells installed and ensuring supply of drinking water.
 - * Officers of labour department should visit the countryside more frequently and should enforce payment of minimum wages to the landless agricultural labourers and other categories of workers for whom such wages have been fixed. This will provide an incentive to such workers and their family members to attend the adult education centres.
- It should be the endeavour of the State Directorate of Adult Education to ensure, to the extent possible and practicable, opening and closing of adult education centres in a manner which would, by and large, make them co-terminus with the financial year. This will make the system of monitoring more effective. In order that it is possible, the entire process involving selection and training of functionaries, procuring reaching

learning materials etc. should be fully titled up so that the gap between the dates of opening and closing of AECs could be minimised.

- Evaluation of learning outcome should be a concurrent process and not a terminal one. In other words, it may be desirable to have the tests conducted at the close of IV, VI and VIII month, instead of conducting only one time test, as is being done now. In conducting the test, it will be better if the village School Teacher and few elderly educated members of the village community could be associated.
- One of the 3 sub-committees constituted by the State Board of Mass Education Extension in its meeting held on 17-8-1988, is to draw up the syllabus and to select the teaching learning materials for the adult education centres. In the meeting of the sub-committee held on 23-3-1989 under the Chairmanship of Minister, Incharge of MEE Department, a decision has been taken for constitution of a committee with Shri Achint Mukhopadhyaya, Shri Sishir Chakraborty, Smt. Mrinalini Dasgupta for preparation of the Draft as quickly as possible. It may be indicated that West Bengal is one of the few States which, right from the inception of National Adult Education Programme, has been purchasing the full requirement of teaching learning materials from the Bengal Social Service League (State Resource Centre for West Bengal). The State Government has never before in its past nor now expressed its reservations or adverse reaction to the quality of teaching materials. A good infrastructure has been built through the League which is an institution of nearly 75 years standing and which has in its mature, sensible and highly creative thinkers and writers who are capable of producing excellent standard of National Literacy Mission. In view of this, there may not be any need for preparation of a separate draft primer, as has been decided in the meeting of the committee on 23-3-1989. The State Government may, therefore, review its decision and continue to procure all teaching learning materials from the Bengal Social Service League by placing the indent with the League sufficiently in advance.
- The State Government should issue instructions to all concerned quarters at the State, District and Panchayat Samiti level so that the entire process of selection and training of Preraks, procurement of materials for the neo-literates (including reading materials etc.) is completed and the 700 JSNs which have been sanctioned in favour of West Bengal are operationalised as quickly as possible.
- State Government should issue a specific order by which all the 2,600 public libraries in different parts of the State (both, urban and rural areas) could be made available to the neo-literates.
- In conformity with the spirit of the scheme of JSN, which envisages a dual functionary namely, Prerak and supervisor, the State Government may review their existing decision of having a Prerak incharge of JSN only while going in for retention of a different set of functionaries as supervisors.
- During her recent visit to West Bengal, DS(AE-K) had suggested that the Panchayati Raj project requires detailed planning at the Directorate level. She had, in particular, suggested that an action plan should be drawn up by the State Mission Director which should cover survey of adult illiterates, motivational campaign, selection and training of instructors, selection of nodal officer/agency/committee per block for coordination with State Resource Centre and various other agencies, imparting of literacy and fixation of a firm date thereof, evaluation of learning outcome etc. Although detailed guidelines have been issued at the level of the State Government, the action plan at the micro level is yet to be prepared. This process may be accelerated.
- The State Mission Director has drawn up a State level perspective plan (which is yet to be finalised) in which he has given an indication of the covered area, area not yet covered by any project and the number of additional projects required to cover the uncovered gap. A copy of the State level map indicating the areas covered by RFLP, SAEP and VAs is placed below at Annexure I. From this, it would be evident that a sizeable area in different parts of the State has remained uncovered for many years. According to the assessment of the Director, if the number of projects is to be maintained at the existing level i.e. 58, only 21.06 lakh adult illiterates would be covered out of 91.45 lakh illiterates by 1995. He has further assessed that for covering the remaining 70.39 lakh adult illiterates, an additional number of 78 projects would be needed by 1995. Keeping in view the acute resource crunch, it is evidently not possible to provide such a large number of additional RFLP projects from the Government of India. The State Government may also find it difficult to provide additional number of SAEPs. The only feasible alternative to cover this large uncovered gap is to go in for a mass campaign approach as is being done in Gujarat, Karnataka and in Andhra Pradesh, to some extent. The mass campaign approach will be individual volunteer based and not centre based. Such individual volunteers could be both students (schools as well as colleges) as also non-student youth. The volunteers could be taken from the mass organisations, political

parties, trade union workers and other NGOs. If the proceedings of the first meeting of the State Advisory Board of Mass Education Extension is any indication, the State Government themselves are in favour of such a mass volunteer based approach. It is, therefore, suggested that the action plan may be revised and given a new orientation by keeping this volunteer-based mass campaign approach in view. The State Mission Director may consider deputing one of his officers to Karnataka to study the mass campaign approach which is being implemented there with the help of large number of volunteers. An intensive effort will have to be made for mobilisation and environment building. A large number of banners, posters, placards and audio-visual materials will be needed. In Karnataka, the State Mission Director has identified a voluntary agency of repute and standing called "MESCA", which is playing a very significant role in this mobilisation and environment building. In West Bengal we do not have any dearth of creative thinkers, writers and artists as also voluntary agencies of repute and standing. One of such agencies could be identified, which can provide the much needed direction in this area. As it is difficult to cover the whole State in one phase, a detailed action plan covering several phases, which will be inter-linked, could be prepared in consultation with the State Mission Director, Karnataka. The guidelines for *Area Specific 100% Literacy Approach* which have been sent to few State Governments (including West Bengal under a demi-official cover from Education Secretary, Government of India) could be profitably adopted by the State Government for preparation of the action plan.

CONCLUSIONS :

It is indeed an irony that West Bengal which provided the first outlet to the colonial powers in the early part of the 18th Century, which subsequently gave birth to a host of educational and cultural institutions and which was the centre of many spiritual and reformist movements in the 19th and 20th century, should have gone down in the literacy ladder of the country and occupied 16th place instead of being one of the forerunners like Maharashtra and Tamilnadu. It is indeed a pity that the high rate of industrialisation, urbanisation and educational development of Calcutta city (the first women's college i.e. Bethun College was founded in Calcutta in 1854) has produced little or no impact on the spread of literacy in the country side. The successive years of land reforms in the shape of "OPERATION BARGA" and implementation of anti-poverty programmes during the last several decades have had no appreciable effect on eradication of illiteracy. One of the important reasons responsible for this is that literacy promotion efforts at the grassroot level have been carried out in isolation and not in conjunction with other development programmes like, agriculture,

animal husbandry, health and family welfare etc. These should have been possible if other development departments would have treated literacy promotion efforts as their own programme (and not merely a programme of the Department of Education); if in literacy they would have perceived one of the most important inputs of development. This should undoubtedly have been in their own interest and would also have promoted a new quality of life for the beneficiaries of several programmes. It would have made them better participants of the development process and not mere beneficiaries. Secondly, West Bengal has a sizeable percentage of population belonging to Scheduled Caste and Scheduled Tribe (SCC 22% and ST 5.6%). While the former have been victims of untouchability based discrimination, the latter have been victims of machinations of middlemen and economic exploitation. Bankura and Purulia are the two districts where the state of social and economic backwardness has gone side by side with indiscriminate exploitation of nature resulting in deforestation, poverty, illiteracy and underdevelopment. (Purulia has the lowest female literacy rate of 13.25%). While launching the adult literacy programme, sufficient care should, therefore, have been given to take cognizance of their special problems and constraints on the one hand and specific measures should have been taken to reduce their burden while providing them a better support system to face life in all its harsh and grueling reality. This should have helped in better mobilisation, enrolment and retention of literacy for these disadvantaged sections of society. Thirdly, while the adult education programme continued over the years to be a programme funded and controlled by the Government, very little efforts were made to make it a truly people's programme by entrusting a major portion of the programme to voluntary agencies and other NGOs on the one hand and students (both, in colleges and schools) on the other. It is a happy augury that in recognition of this basic truth that a non-formal people's programme cannot be implemented in isolation by government alone, a mass non-governmental organisation namely "Bangiya Saksharata Samiti" has been formed with the Chief Minister as the Chairman and many educationists and social workers as members. Yet another good indicator of the firm determination of the government is the latest decision taken by the Council of Secondary Education, West Bengal, Calcutta, to involve the teachers and students of the secondary and higher secondary educational institutions in achieving the goals of NLM. Similar initiative needs to be taken in regard to mobilisation and involvement of voluntary agencies who are good, reliable, who have the experience and expertise and commitment to adult education so that the two pillars of NLM namely, Voluntary Agencies and NGOs on the one hand and Students on the other, can be fully made use of. The other vantage point in implementation of literacy programmes in the State is the Panchayati System in vogue which is also deeply entrenched at the grassroot level. Since Panchayats work closely with the people and for the people, it is but natural that they should be involved fully in implementation of the adult literacy programme. Simultaneously, it should be ensured that the Panchayats identify the irritants and deficiencies of the

system that the funds meant for adult literacy are spent by them with optimum efficiency and economy, with maximum coverage and productivity. The administration at the Panchayat, Panchayat Samiti and district level should be part of an enabling mechanism. They should be promoters and facilitators of the programme rather than controllers and regulators thereof. Simultaneously, they should also ensure that the norms of accountability, probity and rectitude are observed fully. that the scarce public resources

earmarked for the adult literacy programme are fully utilised for the purpose for which they have been sanctioned.

If the various suggestions and conclusions as have been made in this regard are sincerely acted upon, the pace, content and quality of the programme will undoubtedly register improvement and will also have a lasting beneficial effect on the people of the State as a whole.

QUESTIONNAIRE FOR REVIEW OF NLM

Specific areas for review of NLM

1. What is the magnitude of the problem of adult illiteracy in your State as on 11-4-89?
2. How have we arrived at this?
3. Have we got district-wise break-up as also break-up between urban and rural, male and female, SC/ST etc.?
4. The NAEP is in existence since 1978-79. What is the number of RFLP, number of SAEP in terms of number of projects and number of centres?
5. What is the investment made in RFLP and SAEP? Please give year-wise break-up of the investment?
6. What is the impact of the programme in terms of number of people who have been made literate?
7. How have we reached this conclusion?
8. How do we satisfy ourselves that they have not relapsed into illiteracy?
9. Do we have a map at the State level and District level to show the areas which have been covered by RFLP, SAEP, NYFK, Voluntary Agencies, etc. over a period of 10 years and areas which have not been covered?
10. What is the extent of uncovered area?
11. What is our perspective plan of covering the uncovered area by RFLP, SAEP, WAs, NYKS, Students, Army, Navy and Airforce, Ex-servicemen, Prison Management & Staff, Banks, Cooperatives, other NGOs like Rotary Club, Lions Club, JAYCEE, etc. Please indicate year-wise break-up of the targets between 1989-90 to 1994-95.
12. Can we further sub-divide the targets amongst districts and Taluks and also amongst various agencies?
13. What is the extent of resources—human, materials, financial, required for achieving this object?
14. How many adult education functionaries have been trained? What is the present backlog in training and what is the arrangement for covering the backlog?
15. Have training manuals covering both the methodology and content of training for functionaries like Instructors, Preraks, POs and

APOs been designed by the SRC? If so, have they been evaluated?

16. The present system of training of instructors has been perfunctory and a somewhat mechanical and routinised process. Consequently there has hardly been any qualitative training. Can we think of an alternative process or system by which we identify a team of resource persons at the grass root level, train them by the SRC and other institutions so that they in turn can train the instructors?

Academic Resource Support

1. When were the primers for the basic literacy course designed?
2. Have they been reviewed and revised?
3. Do they conform to the definition of standard teaching learning material?
4. Do they conform to the line (150 hours to 200 hours) as has been contemplated at the Pune workshop?
5. Is the material area-specific? Is it relevant to the felt needs, life-styles and interests of the clientele?
6. Whether the instructional material is being purchased by the State Govt. from the SRC or from any other alternative source?
7. What is the present status of DRUs' operationalisation in the State and to what extent they have provided such support?

Bilingual Primers

1. What are other languages/dialects spoken in the State?
2. What is the number of people speaking them?
3. Has the SRC designed any bilingual primers? How have they been designed?

Post Literacy & Continuing Education

1. How many JSNs have been sanctioned for the State? Have they been operationalised?
2. How were the locations of JSNs decided?
3. How were the Preraks selected? Have they been trained and how?
4. What are the various activities which might have been started in some of the JSNs? Give details.

5. How strong or weak is the library movement in the State ? Give details. Have public libraries in the State been made available to the neo-literates ?
6. What are the sources from which the materials for the neo-literates are being purchased ? What is the procedure which is being followed for such purchases ?
7. Who looks after the JSN when Prerak goes out to supervise AECs ?
8. What is the extent of co-operation of other development departments in making available relevant developmental information to the JSN for being disseminated by the Preraks to the neo-literates ? What is the extent of visit and participation of the functionaries of development departments in the activities of JSN ?

Administrative set-up

1. Has the SLMA been constituted for the State ? Is it an advisory body or an executive body ? If so, please give details.
2. How many meetings of the SLMA have been held ? What decisions have been taken and what is the extent of implementation of these decisions ?
3. Has the State Mission Director been appointed ? Has she/he been delegated with administrative and financial powers ?
4. Have the district mission leaders been appointed ? If so, have they been delegated with administrative and financial powers ?
5. Has the revised scheme for strengthening the administration of Adult Education at the State and District level been implemented in the State ? If so, give details.
6. Has the revised pattern of RFLP been implemented in the State ? If so, give details.
7. How have the RFLPs been selected in a particular area ? Give details of criteria which may have been followed.
8. What steps have been taken to bring SAEP at par with RFLP in regard to number of projects, number of centres, number of JSNs, etc. ?
9. Are the funds under RFLP, SAEP, JSN, Strengthening of Administration of Adult Education, etc. being transferred from the consolidated fund of the State to the Projects in time ? What is the procedure for such transfer ?
10. Have some definite steps been taken to open Pass Books of the villages where AECs and JSNs are functioning to ensure timely disbursement of honoraria to the Instructors and Preraks ?

Administration of SRC

1. Has the revised pattern recommended by the Central Govt. in April, 88 been fully implemented ?
2. How have the staff working in SRC earlier adjusted with the new pattern ?
3. Has the SRC got its own land and building ?
4. Does it have a Committee-cum-Conference Room, Laboratory for making films, film strips, slides, etc. ?
5. Is the State Govt. regular in releasing their share of 15% of the Grant-in-aid ? Have they released for 1987-88 and 1988-89 ? Do they release in one instalment or two instalments ?
6. Is the SRC able to generate any internal surplus ? How are they utilised ?
7. What is the system of obtaining feed-back from the field ? How is the information analysed.
8. Is it accurate and authentic ?
9. Is the authenticity and accuracy obtained from the field cross checked by the field visits/inspection ?
10. Is the SRC running any other activity ? if so, please enumerate.
11. How many committees have been constituted for smooth administration of various aspects in the SRC ? How are these committees functioning ?
12. Has semi-permanent status been given to the staff till 1990 in terms of the circular issued by the Govt. of India ? What are the other facilities and benefits which have been extended to the staff of SRC ?
13. SRC imparts training to a large number of functionaries. Has the SRC taken any measures to collect any feed-back about the impact of training and its actual use in day to day operations by the functionaries who were trained by the SRC ?

Inspection

1. Has a schedule of inspection been drawn up for the Director and other Adult Education functionaries for 1988-89 ? To what extent, the Director and other officers have been able to adhere to this schedule ?
2. What are the important deficiencies and shortcomings in the implementation of the programme forthcoming from these inspections ?

Evaluation

1. When was the NAEP evaluated last ? Indicate the names of the agencies of evaluation.
2. Was it a participative evaluation ?
3. Has the current evaluation been taken up, by whom and what is the progress ?

Technology Demonstration

1. Have the district level action plans for the two TD Districts been prepared ?
2. Have the techno-pedagogic inputs for these two districts been identified ?
3. Have the 500 blackboards supplied by IPCL, Baroda been sent to the AECs ? Are they being used ? What are the findings ?
4. Are there any other units in the State which are capable of designing, patenting and manufacturing improved techno-pedagogic inputs such as blackboards/roller boards, slates, pencils, lead pencils, chalk etc. ?

Voluntary Agencies

1. How are the voluntary agencies identified ?
2. Has any directory of voluntary agencies been prepared ?
3. Has any state level conference been held for mobilisation of voluntary agencies ?
4. How many VAs have been involved in 1987-88 ?
5. Have they been assigned area specific projects ?
6. Has their performance been evaluated ?
7. How many applications of voluntary agencies sponsored during 1988-89 ? How many of them have been involved ?
8. What is the position in regard to monitoring the performance of the voluntary agencies from the field ?
9. With what frequency the DAECs or POs pay visit to the voluntary agencies ? Do they release their reports pointing out deficiencies/shortcoming in the performance of voluntary agencies, if any ?
10. To what extent the voluntary agencies make use of the teaching-learning materials produced by the SRC ? To what extent do they make use of the facilities available in the SRC for imparting training to the functionaries ?

Mass Programme of Functional Literacy (including NYK)

1. How many projects and centres have been assigned to NYKs
2. How many projects and centres have assigned to NGOs other than VAs ?
3. What is the extent of involvement of the following in NLM :—
 - Army, Navy & Airforce & Welfare Organisations attached to them.
 - Ex-servicemen.
 - Prison Management & Staff.
 - Teachers and Students.
 - Employers.
 - Trade Unions.
 - Banks and Co-operatives.
 - Housewives and Mahila Mandals.

4. Have the required number of kits been supplied to these agencies, institutions, volunteers ? What is the feed-back obtained from the field regarding utilisation of the kit and evaluation of the learning outcome ?

Evaluation of the learning outcome in the centre based programme

1. What is the mechanism for evaluation of the learning outcome which has been followed ?
2. Who are the functionaries involved in this evaluation ?
3. How are the evaluation reports compiled and how are they being utilised ?
4. What is the extent of cross check of reports on attainment of prescribed levels of learning by the learners.

Media Coverage & Support

1. What is the extent of such coverage and support ?
2. At what intervals are the spots, features and stories being telecast and broadcast ?
3. Are the Directorate and SRC represented in the Programme Advisory Committee of AIR and Doordarshan ?
4. How are the programmes being designed ? Are they outcome of a participative effort ?
5. Have we identified a core group of creative thinkers, writers, artists who should be able to prepare for AIR and Doordarshan on regular basis for us and who should also be able to contribute articles for the newspapers on a regular basis ?

Communication—Redressal & Grievances

1. Has the Post Box No. 9999 been allotted to the State ? Where is it being operationalised ? How many complaints/grievances/specific suggestions in relation to NLM have been received after operationalisation of Post Box No. 9999 ? How have they been processed ? What is your overall assessment about the effectiveness of the Post Box No. 9999 ?

Communication

1. in the context of NLM and refer to both the process as well as the content. It could also refer to the flow of messages between Instructor and the Supervisor, between Supervisor/Prerak and the PO, between PO and the DAEO, between DAEO and State Mission Director, between State Mission Director and the State Government and between State Government and Government of India. Has any mechanism been evolved to review the time lag involved in flow of messages between these quarters. Has this been measured and have corrective measures been taken to improve the pace of communication ?

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