

**Centrally Sponsored Scheme**

# **SAAKSHAR BHARAT**

**GOVERNMENT OF INDIA  
MINISTRY OF HUMAN RESOURCE DEVELOPMENT  
DEPARTMENT OF SCHOOL EDUCATION & LITERACY  
SHASTRI BHAWAN, NEW DELHI  
Centrally Sponsored Scheme**

**SAAKSHAR BHARAT**

# **Saakshar Bharat,**

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# **Saakshar Bharat**

## **I. Introduction**

1. **The Prime Minister launched Saakshar Bharat, a centrally sponsored scheme of Department of School Education and Literacy (DSEL), Ministry of Human Resource Development (MHRD), Government of India (GOI), on the International Literacy Day, 8<sup>th</sup> September, 2009. It aims to further promote and strengthen Adult Education, specially of women, by extending educational options to those adults who having lost the opportunity of access to formal education and crossed the standard age for receiving such education, now feel a need for learning of any type, including, literacy, basic education (equivalency to formal education), vocational education (skill development), physical and emotional development, practical arts, applied science, sports, and recreation.**
2. To impart functional literacy to non-literates in the age group of 15-35 years in a time bound manner, the National Literacy Mission (NLM) was launched in 1988 and it continued through Ninth and Tenth Five Year Plans. By the end of the Tenth Five Year Plan (March 2007), NLM had covered 597 districts under Total Literacy Campaign (TLC), 485 districts under Post Literacy Programme (PLP) and 328 districts under Continuing Education Programme (CEP). As a cumulative outcome of these efforts, 127.45 million persons became literate, of which, 60% learners were females, while 23% learners belonged to Scheduled Castes (SCs) and 12% to Scheduled Tribes (STs).
3. Despite significant accomplishments of the Mission, illiteracy continues to be an area of national concern. Though precise number of non- literates at this stage is not available and will be known only after 2011 census, 2001 census had revealed

that there were still 259.52 million illiterate adults (in the age group of 15 +) in the country. While further accretion into the pool of adult illiterate persons is expected to recede significantly on account of enhanced investments in elementary education and a reverse demographic trend, addition to this pool cannot be ruled out altogether on account of relatively high school drop out ratio. Wide gender, social and regional disparities in literacy also continue to persist. Adult education is therefore indispensable as it supplements the efforts to enhance and sustain literacy levels through formal education.

4. It was, therefore, considered necessary to continue the NLM during the XI Plan period. While acknowledging, in principle, the need for continuing and strengthening further the efforts to promote Adult Education, the Planning Commission agreed to the continuance of NLM during the XIth Plan provided it was appraised de novo and modified suitably to meet the contemporary challenges. The programme was accordingly subjected to extensive in-house and external review and evaluation.
5. This in-depth appraisal had revealed certain inadequacies in the design, architecture and mode of implementation of the programme, most conspicuous being, non-viability of a single pan Indian solution, limitations of voluntary approach, limited involvement of the State Governments in the programme, lack of convergence, weak management and supervisory structures, lack of community participation, poor monitoring and inadequate funding.
6. Meanwhile, the Government announced that literacy would be its key programme instrument for emancipation and empowerment of women. Efforts of the Government to give impetus to school education, health, nutrition, skill development and women empowerment in general are impeded by the continuance of female illiteracy. Government expects increase in female literacy

to become a force multiplier for all other social development programmes. However, this is only the instrumental value of female literacy. Its intrinsic value is in emancipating the Indian woman through the creation of critical consciousness to take charge of her environment where she faces multiple deprivations and disabilities on the basis of class, caste and gender.

7. In the context of Government's overall policy aimed at empowerment of women and in recognition of the fact that literacy, especially female literacy, is a prerequisite to socio-economic development, it was considered imperative that the National Literacy Mission (NLM), as a programme instrument, be recast with an enhanced focus on female literacy. It is also felt that such a repositioning of the mission would have a very positive impact on re-energising the literacy movement that, after an initial decade of spirited social mobilization, had waned over two decades of its operation.
8. To recast the mission, a protracted process of countrywide consultation with stakeholders was gone through. A series of consultative meetings were held across the country with representatives of the government of States, NGOs, literacy practitioners, managers, administrators, State Resource Centres, universities, social activists and other stakeholders. The broad strategy was also discussed with Education Secretaries of all States on 30.6.09. The Council of National Literacy Mission Authority (NLMA) considered and approved the strategy on 21-08-09 and thereafter it was placed before Central Advisory Board on Education (CABE) on 31-08-09.
9. The general opinion of the stakeholders, expressed during the consultations, was that the new mission ought to take note of considerable demand for female literacy generated on account of large scale changes at the grassroot level and the new opportunities that have been created over the past several years, most notably, the

increasing vibrancy of Panchayati Raj Institutions (PRIs), post 73rd Constitution Amendment, the shift to the model of Self – Help- Groups (SHGs) that operate through collectivities for self-employment programmes, the massive new organisational capital being forged again through work collectives such as National Rural Employment Guarantee Act (NREGA) , Joint Forest Management Groups etc.

10. It is in this background that Saakshar Bharat has been devised as the new variant of National Literacy Mission. Saakshar Bharat will cover all adults in the age group of 15 and beyond though its primary focus will be on women. The scheme has not only been relieved of the shortcomings noted in its preceding editions, but also, several new features added to it. Basic Literacy, Post literacy and Continuing Education programmes , will now form a continuum, rather than sequential segments. Besides, the volunteer based mass campaign approach, provision has been made for alternative approaches to adult education. Jan Shiksha Kendras (Adult Education Centres) (AECs), will be set up to coordinate and manage all programmes, within their territorial jurisdiction. State Government, as against the districts in the earlier versions, and Panchyati Raj institutions, along with communities, will be valued stakeholders. Vigorous monitoring and evaluation systems will be installed. Last, but not the least, budgetary support has been enhanced substantially.
11. Saakshar Bharat will come into operation from 1-10-2009. Though duration of the scheme, National Literacy Mission, was valid only till the end of the Tenth Five Year Plan, residual activities under the Mission were allowed to continue till 30-09-2009, as a special dispensation, so that the ongoing activities could be completed during the extended period. With the launch of Saakshar Bharat, the National Literacy Mission and its entire programmes and activities stand concluded on 30.09.2009.

## II.

### □ Objectives

12. The Mission has four broad objectives, namely:

- i. Impart functional literacy and numeracy to non-literate and non-numerate adults
- ii. Enable the neo-literate adults to continue their learning beyond basic literacy and acquire equivalency to formal educational system
- iii. Impart non and neo-literates relevant skill development programmes to improve their earning and living conditions
- iv. Promote a learning society by providing opportunities to neo literate adults for continuing education

### □ Targets

13. The principal target of the mission is to impart functional literacy to 70 million adults in the age group of 15 years and beyond. Auxiliary target of the mission is to cover 1.5 million adults under basic education programme and equal number under vocational (skill development) programme. Within these targets, the Mission will primarily focus on, but not limited to, women. Schedules Castes (SCs), Scheduled Tribes (STs) Minorities, other disadvantaged groups and adolescents in rural areas in low literacy States will be other focused groups. For each focused group and area, there will be a specific target and for each target, an explicit approach and strategy.

<b>CATEGORY WISE TARGETS UNDER LITERACY PROGRAMME (MILLIONS)</b>			
<b>Category</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
SC	4	10	14
ST	2	6	8
MUSLIMS	2	10	12
OTHERS	2	34	36
<b>TOTAL</b>	<b>10</b>	<b>60</b>	<b>70</b>

### □ Target Specific Approach

- Women



14. Women being the prime focus and predominant participants, the entire programme will be given gender treatment. The gender, social and cultural barriers that women face will be taken into consideration while designing teaching learning programmes. Gender will not be seen in isolation but in conjunction with other social categories like caste, ethnicity, religion, disability, etc. Gender perspective will permeate all components of the programme, including the approach, strategies, planning, management structures, teaching-learning materials and monitoring and evaluation. Special priority will be given to women belonging to SC, ST, Minority and other disadvantaged groups in rural areas.
15. The approach will be to build on women's existing knowledge and levels of their literacy and numeracy in order to ensure that in the long run the existing levels are substantially upgraded and they are able to use the skills acquired in their own contexts. Innovative, tried and tested programmes related to women's literacy, including interventions related to thematic or issue-based literacy will be up scaled.
16. Women will be engaged in large numbers as volunteers and instructors to encourage women learners to participate in the programme.
- **Scheduled Castes, Scheduled Tribes and Minorities**
17. The SCs (15%), STs (8%) and Minorities (20%) together constitute more than 40% of India's population. In terms of illiterate population, SCs constitute 20.5% and STs 12%. Minorities, especially Muslims, constitute another large block of illiterate population. Targets have been fixed taking into account not only the share of their total population, but also their share of the non-literate population and commensurate resources should be invested for raising their literacy level. SLMAs and other sub-State level implementing agencies must draw special strategies taking into account their socio-cultural background and sensitivities and

share these strategies with NLMA. Larger roles for their respective communities need to be conceived in planning and implementation structures and processes. Monitoring mechanism will have an inbuilt feature to maintain a constant watch and highlight the progress made by the learners belonging to these groups while simultaneously taking timely corrective measures to prevent relapse to illiteracy.

- **Adolescents**

18. The dominant aspect of the design interventions of the prevalent educational programmes for non/semi-literate adolescents is fertility, sexual behaviour, planned parenthood, etc. To address the real life needs of these adolescents, innovative design interventions will be conceived that would lead to acquisition of marketable qualifications, supported by certification. These programmes will be a combination of basic education and practical training in a skill or vocation. Camp based instruction has been found more suitable for the needs of the adolescents. The Mission will have a flexi approach to provide room for such innovations.

- **Geographical Area Coverage**

19. Another goal of the Mission is to minimize inter and intra regional/state disparities. Inter state disparities range between 33% and 88%. Intra state disparities are equally stunning. To minimize regional disparities, the programme, in its first phase, that is during the 11th Plan period (31-03-2012) will remain confined to districts with adult female literacy rate of 50% or less as per 2001 Census. Nearly 18 crore non-literate adults live in these districts. Besides, 33 districts affected with left wing extremism will also be covered under the Mission irrespective of the existing literacy rate.

- **Rural and other Special Areas**

20. According to 2001 Census, 84% of India's non-literates live in rural India. Since illiteracy is far more widespread in rural areas as compared to urban India, and for

the reason that urban areas are better endowed with educational infrastructure leading to better access to opportunities, the Mission would concentrate on and deploy public resources in rural areas. An all out effort may be made to saturate rural areas first before expanding to non-rural areas. In these areas, the focus will be on women and adolescents belonging to SC, ST, Minorities and other disadvantaged groups.

- **. Strategy for Urban Areas**

21. In the urban areas, Mission objectives may be achieved innovatively, using new actors. The programme may be handled through Jan Shikshan Sansthan, State Resource Centres, NGOs, social groups and any other institution identified by NLMA through Public Private Partnership (PPP) or any other mode. Linkages with Ministry of Housing and Urban Poverty Alleviation under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) could also be developed for synergy and augmentation of resources.

### **III. Creating Sustainable Demand for Literacy**

22. While in some pockets there is an explicit demand for literacy in several parts it is tacit and therefore there is a need to make it explicit. Success of the Mission will depend on creating a social environment conducive to literacy by addressing the whole society, both educated and the non-literate, especially the women. A key aspect of the demand creation will be making visible to the learners the value, importance and relevance that literacy will have in their day to day lives, including women in SHGs, PRIs, CBOs and NGOs etc. To this end, NLMA will launch a major social motivation and mobilization campaign that would propagate the benefits of literacy and handicaps of being non-literate. The message would be conveyed so forcefully that the issue of literacy will become part of the social

discourse and will motivate the non-literates, especially women to take part in learning, and the educated to voluntarily contribute to the programme.

23. The central objective of environment building for literacy will be to generate a positive, natural and spontaneous demand for literacy which does not exist uniformly in all parts of the country. Along with this, the environment building activities will be directed towards removing mindsets or ill perceived notions about literacy on the one hand and to enlist the involvement and support of all sections of the civil society in literacy promotion efforts on the other. Multiple strategies will be adopted in context to local conditions. All forms of media including print, electronic and folk media, will be simultaneously harnessed to create positive perceptions about literacy and to simultaneously motivated and spur to action both potential literacy volunteers and learners. Information Education and Communication (IEC) materials, designed with the help of State Resource Centres and other agencies, will be used extensively to create a conducive environment for literacy learning. As part of the EB campaign, events and meetings will be organized at village, panchayat and block levels with all stakeholders such as community and political leaders, PRI functionaries, mahila mandals, the educational institutions and the intelligentsia, to seek their support and involvement in the programme. A Steering Committee and supporting committee, as decided by NLMA, may oversee and coordinate the campaign nationally. Funds from the management head besides sponsorships may be used for this purpose

#### **IV. Teaching–Learning Programmes**

24. To respond to the demand for literacy and address the diverse needs of the non and neo-literate adults, an assortment of teaching learning programmes, including Functional Literacy Programme, Basic Education Programme, Vocational

Education and Continuing Education Programme will be offered as an integrated continuum.

□ **Functional Literacy Programme**

○ **Programme Objectives**

25. Literacy Programme (LP) will aim to achieve the first objective of the scheme, that is, 'Impart functional literacy to non-literate adults'. Functional literacy, in context of the programme, implies achieving self reliance in Reading, Writing, Arithmetic (Numeracy) and becoming aware of the causes of one's deprivation and moving towards amelioration of their condition through organization and participation in the process of development; Acquiring skills to improve the economic status and general well being; Creating an aware and responsible citizenry (Imbibing values of national integration, communal harmony, conservation of the environment, women's equality, and reproductive behaviour etc.).

○ **Programme Framework**

26. The programme entails identification of non-literates through a survey, area wise mapping of their learning needs and imparting them instructor based teaching of about 300 hours spread over 3 months or beyond, depending on motivation of the learner and local conditions. Successful completion of the 300 hours of instructional learning would enable the learner to read and comprehend unknown text (news paper headings, road signs etc); apply skills of writing in day to day activities like writing applications and letters and filling up of application forms, etc., and compute simple problems involving multiplication and division. A certificate will be issued to every successful learner based on a professional evaluation of learning outcome. This will open up opportunities for further education through Open Learning Systems. Classes will be convened at such time

and venue as would be suitable to the learners. SLMAs will be under obligation to arrange for the use of Sarva Siksha Abhiyan (SSA) school buildings, during out of schooling hours and holidays, to be used for conducting literacy classes and related activities.

- **Flexi Approach**

27. Though Mass Campaign Approach will continue to be the dominant strategy, the scheme discounts a homogenous approach uniformly throughout the country. To ensure that basic literacy is provided through a variety of context specific and group specific approaches, innovation would be encouraged and flexibility in sanctioning projects within a broad range of approved costs will be exercised. Implementing agencies may adopt any approach/model or a mix of approaches/models, including the illustrative formats outlined below:

- **Volunteer-based Mass Campaign Approach**

28. Under this approach, volunteer teaching takes place on a mass scale. A volunteer acts as a mobiliser, trainer and teacher and is responsible for imparting literacy, on an average, to 8-10 learners. The implementing agency at the operational level, will be responsible for identification of the potential learners as well as volunteers, their batching and matching, making arrangements for their training, distribution of literacy kits to learners and volunteers, keeping track of the progress made by each learner-volunteer group, ensuring that the momentum of learning is not lost, while simultaneously ensuring that learning takes place at the pace suitable to the learner.

- **Incentives to the Volunteers and Learners**

29. Voluntary Literacy Educators are not paid any remuneration. Since high motivational level of Voluntary Literacy Educators is critical, they need to be motivated through different means including public recognition, at different

levels, of their contribution besides other incentives and rewards. Payment of honorarium to Literacy Educators may also be considered by the State Governments, Gram Panchayat or NLMA through any funding source, including donations or public private partnership, but not from budgetary support of Government of India

30. SLMA/District/Gram Panchayat could also explore the possibility of giving motivational incentives to learners in an innovative manner.

□ **Centre-based Approach**

○ **Resident Instructor**

31. In the eventuality of qualified Volunteers not being a resident within a particular village, instructors may be engaged from outside the village or community to live with the community and provide instructional teaching to the learners and assist them in completing basic literacy course. On an average, one Resident Instructor will be required to teach at least 30 learners in a period of one year. The Resident Instructor will be provided an honorarium fixed by the NLMA.

32. In this approach the centre will function for about 7-8 hours every day, and individual/groups of learners will attend classes for a couple of hours or more depending on the free time available to them. The instructors will be especially chosen for their sensitivity to issues of gender and caste equality, and their commitment to Constitutional values of democracy and secularism. Basic educational qualification and selection procedure for a Resident Instructor will be laid down by NLMA.

○ **Residential Camps**

33. The residential camps may be organized, specially for adolescents and young adults in the age group of 15-25 years, who might have already completed primary education (Standard IV/V) but later relapsed to illiteracy for want of follow up;

those who dropped out of the school system, and are now too old to rejoin school and those altogether excluded from systematic education. Identified young adults and adolescents will be motivated to participate in residential camps, which would be organized at a suitable location in the block with support of a team of Resource Persons. Resident camps may be organised through NGOs, SRCs, JSSs etc. provided they have experience and expertise in this field.

○ **Part-residential Camp – Part-volunteer-based Approach**

34. This approach may be suitable for group-specific learners, such as non literate members of self-help groups, women's groups, or members of gram panchayats, or persons who may have joined together in a common cause. There are many such groups in the country today and many of them also function as a forum for credit and savings. It would provide for basic literacy in camps conducted for a suitable period, keeping in view the convenience of the beneficiaries, interspersed with guided learning in volunteer mode. These camps would enable learners to acquire literacy skills of pre-determined levels, simultaneously, providing opportunity for discussion and debate on issues relevant to their living and working conditions.

□ **Basic Education Programme**

35. This programme is designed to achieve the second objective of the scheme, namely, 'Enable the neo-literates to continue their learning beyond basic literacy and acquire equivalency to formal educational system'. Arrangements will be made to enable young adults to continue their learning till they are able to achieve equivalence levels with Grade III, IV, V, VI, VII and VIII and beyond in the formal school system or through the Open Learning System. The Open Basic Education (OBE) programme initiated by the National Institute of Open Schooling (NIOS) and other Open Schools will be taken as the starting point. While



formulating equivalency programmes, the life experience and local knowledge systems of the adult learners will be taken into consideration.

□ **Vocational Education (Skill Development) Programme**

36. For furtherance of the third objective of the scheme, that is, 'Equip non and neo-literates with vocational skills to improve their living and earning conditions', suitable skill development training will be imparted to those having rudimentary levels of education or no education. Jan Shikshan Sansthan (JSS), set up under the Scheme for Assistance to Voluntary Agencies for Adult Education and Skill Development of DSEL, will be institutionally networked with the Adult Education Centres so that they could impart skill development training, as well as literacy linked vocational training. JSS, in coordination with the District Implementing Agency, will enlist neo-literates for appropriate skill development training. Besides specific activities for which a specific budgetary provision is available under the Mission, JSSs will utilise their programme budget to impart vocational skill training.

37. Parallel efforts will be made by the SLMA and District Implementation Agencies for developing synergies with other agencies in the public as well as private sector for enhanced opportunities of skill development training at the gram panchayat level.

□ **Continuing Education Programme**

38. Continuing Education Programme (CEP) is aimed at achieving the fourth objective of the Scheme that is, 'Establishing a learning society by providing opportunities to neo literates and other targeted beneficiaries for lifelong learning'. The programme recognizes increased demand for learning generated by Basic and Post Literacy Programmes and the potential need of adult learners to further enhance their skills on their own terms and at their convenience. CEP, as the very name suggests, will not have a fixed time frame as in the case of the other three

programmes, but will be organized on a continuous basis. The approach is to create a sustainable learning environment so that learners are encouraged to continue with their literary aspirations and take advantage of the programme facilities to satiate their learning appetite.

39. The Programme will provide facility of a library and reading room, which would be gradually provided with other contemporary ICT devices. Short-term thematic courses like Health awareness / care, Food and nutrition, Water conservation / drinking water / sanitation, Population development education issues – AIDS/STD, Sex education, Consumer awareness / Consumer rights, Legal literacy, RTI or any other topic of interest and relevance to the lives of the learners will also be offered under this programme.

40. To implement the programme, 1.70 lakh Lok Shiksha Kendras (Adult Education Centers) will be established in Panchayat grams of the districts covered under the programme. It will subsume the already sanctioned Continuing Education Centers (CECs) in a particular district. Existing CECs and the nodal CECs in the districts not covered under the programme will have to be closed down, unless the Government of States wish to run them at their own cost through Public Private Partnership or otherwise. Gram Panchyats may as well be given this offer. Specific approval of NLMA will be required to continue an existing CEC under this programme.

41. A Lok Shiksha Kendra will act as a centre for registration of learners for all teaching learning activities in their jurisdiction; Nerve center for literacy campaign including identification of the learners and volunteers, batching and matching of the learners with suitable Volunteers as well as their training, providing literacy kits to learners and volunteers, keeping track of the progress made by each learner-volunteer group; Nodal centre for mass mobilization

activities; Technology center; Center for thematic courses on behalf of other departments such as Agriculture, Animal Husbandry and Veterinary, Fisheries, Horticulture, Sericulture, Handloom, Handicrafts, Health, Education, Rural Development, Urban Development, Women and Child Development, SCs, STs, OBC welfare, Panchayatiraj, Science & Technology etc. or based on local demand; Library and reading room; Venue for group discussion; Vocational and skill development and extension facility for other departments; Center for promoting sports and adventure and recreational and cultural activities; A composite information window and Data center for Adult education besides any other activity related to the mission.

## **V. Operational Framework for Teaching Learning Programme**

42. The Lok Shiksha Kendra will be the operational arm of the mission at the grass root level and responsible for delivering the entire range of activities under the Mission including, Literacy, Basic Education, Vocational Education and continuing education within their territorial jurisdiction. Two Preraks may be engaged on payment of honorarium to discharge administrative and academic tasks. Preraks will also be assigned teaching responsibilities. Together with volunteer teachers they will constitute the resource group in a village. Since the Kendras will not have buildings of their own, Panchyats and concerned line departments may be obligated

to allow the centers to function from the Panchyat Ghars, schools, aganwadi centers etc. Gradually funds may be made available for construction of such centers.

43. While basic education and continuing education programmes will be largely Kendra based, the voluntary teacher based literacy programme will be run through temporary literacy learning centers in a village. These centers will be roughly equivalent of a school in the formal sector and will be managed by a voluntary

Literacy Educator/Resident Instructor on almost same analogy as a single teacher school in the formal sector. More of such centers must be operated within habitats of disadvantaged groups. Based on the number of non – literate adults within each of the villages and hamlets that constitute the gram panchayat, required number of literacy centres will be set up. One literacy centre will cover 8-10 non-literates. The minimum physical learning environment facilities, teaching learning material, etc., will be provided to these learning centres, as per provision in the programme.

□ **Lok Shikha Kendras (Adult Education Centres)**

44. Well equipped multiple functional Lok Shikha Kendras (Adult Education Centres[AEC]) will be set up at Gram Panchayat level to provide institutional, managerial and resource support to literacy and life long education at grass root level. One AEC will be set up in a Gram Panchayat having the population of 5000. An additional AEC may be set up if the population of Gram Panchayat is more than 5000. The adult education centre will be manned by two paid Coordinators (Preraks) to be engaged on contractual basis. AECs will function from buildings provided by Gram Panchayat. Preraks should preferably be from marginalized groups (SCs/STs/ Minorities) and at least one of them should be a woman. A Prerak should be at least a matriculate.

**VI. Total Quality Management**

□ **Core Curriculum Framework for Adult Literacy**

45. Different objectives for literacy programmes place diverse demands on curriculum of literacy programmes. A relevant curriculum is conducive to better learning outcomes. At the same time, there is a need for standardization of quality benchmarks. NLMA will develop Core Curricular Framework in respect of basic literacy and continuing education programme. The Framework will spell out the content and their comprehensiveness in delineating core academic areas and

locally relevant issues, teaching-learning methods and processes for achieving the literacy norms and other objectives.

46. The core curriculum will reflect the national values like national integration, secularism, democracy, scientific temper, communal harmony, women's equality, small family norm etc. It will also address the demands of the learners and take into account the diversity of their socio-cultural background, life experience, linguistic skills and motivational levels. The curricular framework will strike a balance between the larger social objectives of the Mission and relevance to local contexts and to wider opportunities. It will also lay down guidelines for syllabi including processes and methods that will help to retain the interest of the learners and prevent dropout and spell out the levels and norms of learning outcome for learner assessment, guidelines regarding the learning assessment system, including self-assessment by learners.

47. Based on the Framework, SLMAs could develop the curriculum with adequate reflection of locally relevant issues and aspects.

□ **High-Quality Teaching-Learning Material (TLM)**

48. To ensure uniformly high standards, all the materials for basic education, equivalency and continuing education will be quality-assured by an Expert Committee set up by the NLMA/SLMA. The Committee will comprise of experts in the field of adult education, gender, languages, and priority sectors. With respect to equivalency, the Committee will also include experts from formal education and Open Learning Systems.

49. The Committee will lay down the standards and guidelines for developing teaching-learning material in different languages, the form and quality of presentation of the contents in the learning materials appropriate to the level of adults. It will cover the main elements of literacy, skill development, equivalency

and lifelong learning, in the context of livelihood, social and cultural realities of the learners and special issue-based and thematic aspects, such as gender parity, NREGS, RTI, PRIs, SHGs, health and hygiene, environment, agriculture, animal husbandry, etc. These materials will lead to attainment of levels of learning specified by NLMA, and in respect of equivalency, the Open School Norms. NLMA will arrange to maintain a bank of professionally produced prototype teaching-learning materials.

50. Such materials that conform to the prescribed standards will be assigned a logo as a seal of approval. Only such materials that are approved by the Committee will be used in the Programme. Teaching learning material will be produced in the language of learners' choice. Government agencies like National Book Trust, State Text Book Societies, NGOs and private sector may be involved in the development, production, and distribution of the primers and other post literacy and continuing education teaching learning material.

□ **Improving Quality of Literacy Educators**

51. Teaching adults is an art that requires a specialized set of skills. Quality instructors are, therefore, a pre-requisite for the success of the programme. Since the programme does not engage professional teachers, but relies mainly on Volunteers with little or no previous teaching experience, they will be given intensive high quality training in andragogy in local language both at the time of induction as well as during the course of the literacy programme. A cascading approach to training will be adopted so that the trainers of today are trained to be potential trainers of tomorrow. As the key focus of the programme is on women and other disadvantaged groups, the literacy educators will be especially sensitized on gender, social, and cultural issues. Special attention will be given to training in numeracy.

52. Capacities of the Central Directorate of Adult Education and SRCs will be further developed to purposefully engage them in ensuring quality training in the State including preparation of curriculum, training manuals, training strategies, training of trainers, and other components related to training. Inputs will be provided to them on working with women, mobilizing them and linking women's social realities with the literacy and other programmes of the Mission.

53. A network of institutes such as District Institute of Education and Training (DIET), District Resource Units, JSSs and other professional bodies will be developed as key resource institutions in a district for training of trainers. NGOs and women's organisations, both government as well as non government, that have worked on issues of women's literacy and empowerment will also be involved in conducting and organizing trainings.

□ **Augmenting the Quality of Teaching and Learning**

54. The thrust of the programme is to ensure sustainable level of literacy and hence the teaching-learning process will have to be more participatory and learner centered. Superior teaching and learning methodologies like peer learning, multiple level teaching, group discussions, play-way method, exposure visit, activity-based learning, etc. may be adopted. Besides, the use of teaching aids like posters, charts, supplementary reading materials, audio-visual programmes, puppetry, flash cards, flip charts, and cultural activities need to be employed. To improve attendance, flexi and learner friendly timings and time tables will be used that take into account work situation, age and gender sensitivities.

55. An appropriate learning environment further adds to the quality of teaching and learning. This is possible by providing a suitable, well lighted and ventilated fairly commodious centre which is neat and clean and which takes into account the gender and cultural sensitivities of the learners and is easily accessible to them.

56. More important than all, instead of singular emphasis on mastering reading, writing and numeracy within a specified time frame, the new strategy will be to hear the voice of learners and engage them fully in the learning process.

□ **Assessment & Certification**

57. Assessment of actual competence of the population in literacy skills is important for getting feedback of the success and outcomes of the programme. A systematic assessment procedure will, therefore, be put in place and administered periodically through the school education system for which SLMA will have to devise a suitable mechanism in consultation with NLMA. The basic principles underlying the procedure for evaluation will be non-incursive, promoting courage and self confidence in response and action and self-actualisation. Tests devised at the state level would be administered in first week of September 2010 and subsequently in each quarter for which SLMAs will devise rules based on guidelines issued by NLMA. Local school teachers may be engaged as evaluators under a system devised by the state administration. On successful completion and assessment, the learner will have to be issued a certificate jointly signed by the Head teacher of the local primary school and the Head of the Panchyat unless specified otherwise.

58. Assessment of other components of basic education (equivalency programme) will be conducted as per the provisions of National Institute of Open Schooling (NIOS) and State Open Schools (SOS) and certificates will also be provided to the successful candidates by NIOS/SOS. Assessment of skill development activities will be conducted as per guidelines to be issued separately by NLMA.

□ **New Learning Technologies**

59. Information and Communication Technology is fast emerging as an effective tool to improve the access as well as quality of adult education. Already successful experiments have been made to teach using radio and television. Locally produced interactive radio instruction and community radio can promote exchange between



learners and programme providers. Much deeper penetration of radio and television has further enhanced their potential as a channel for promoting literacy. ICT, as a medium of instruction, can be all the more effective for developing professional skills of literacy educators. ICTs can be creatively used to close the digital divide – where computer proficiency is not just seen as a marketable skill but one that enables access to information and helps sustain literacy skills. ICT and other technologies, therefore, will have to be extensively used to achieve the National Literacy Goals.

#### □ **Promoting a Literate Environment**

60. Printed and visual materials in households, neighbourhoods, workplaces and the community encourage individuals to become literate and to integrate their literacy skills in the everyday lives. A significantly large number of adult learners live in impoverished literacy environments, lacking a bare minimum of written script in their homes or immediate surroundings, as even basic signage like milestones, bus routes, etc., may be missing. The growing learning needs of ever increasing number of neo-literates cannot be met unless a wide range of materials relating to their needs and interests are provided. A wide range of newspapers (including a newspaper to be designed exclusively for the use of neo-literates by the SRCs or any other body in respective spoken languages of the area), broadsheets and interesting, informative reading material besides short stories, novels, plays, poetry, folk tales, fiction, humour and biographies would be commissioned. Such materials will be made available to all the adult education centers. Book reading campaigns (jan vachan andolans) will be further promoted as these have been found to promote readability skill among neo-literates.
61. Writing, for neo-literates, is a special skill. A large number of facilitators will be encouraged to train themselves through short-term courses in writing skills through Open Schools and Universities so that they could become resource

persons to produce adequate amount of literature for the neo-literate. Policies related to book publishing, the media – print as well as broadcast, and public libraries will be aligned with the requirements of literacy promotion. Collaboration with agencies like NBT will be pursued to promote literature for neo-literates. Library networks, central, state and others, will be approached to provide a neo-literate corner in the libraries especially in rural areas.

□ **Resource Support**

62. In order to provide academic resource support to literacy and adult education programmes, State Resource Centres (SRCs) have been established throughout the country. Not only their number will be increased but also their capacities enhanced so that they could extend adequate academic and technical resource support to adult and continuing education programme specially in the realm of development of teaching learning material and training of literacy practitioners and managers. Besides SRCs, Resource Support Groups with due representation of educationists, social activists, experienced and committed volunteers/functionaries, representative of local training institutions etc., will be constituted at national, state, district, block and Gram Panchayat level.

## **VII. Efficiency Management**

□ **Convergence and Partnerships**

○ **Public Public Partnerships**

63. NLMA and SLMAs will work towards actively promoting convergence of the Mission's programs and activities with other development strategies specially in education, rural development, health, child and women development, poverty alleviation, agriculture, Panchayati Raj and social welfare sectors. The Mission would take the unified energies of the Departments of School Education and Literacy and higher education down to the village level. Teachers would be encouraged to motivate non-literate parents of their students to enrol as learners

and motivate educated youth in the village to volunteer as teachers for the campaign. They could also act as teachers of the literacy classes. Physical infrastructure created under Sarva shiksha Abhiyan may be used for the literacy programme during non-school hours.

○ **Non-Government Organisations**

64. Alliance between GOs and NGOs would be further strengthened. NGOs and other groups that have demonstrated long-term commitment to issues of adult education and which have an established and unsullied track record of performance in this area will be drawn in as resource groups at all levels. Voluntary Sector will be encouraged to take up activities under any programme of the Mission as well as innovative programmes aimed at achieving its objectives for which they may be provided grant-in-aid at the approved cost norms. Selection of the NGO will be the responsibility of the SLMA or the sub-state implementation agency as decided by the SLMA. However, NLMA may select any NGO to assist it in any aspect of the Mission.

○ **Public Private Partnerships**

65. Adult education in India has always been predominantly a government responsibility with some degree of involvement of NGOs. In contrast to very prominent collaboration in the case of formal school system, the contribution of private and corporate sector in adult education has been miniscule. Private and corporate sector can play a momentous role in promoting objectives of the Mission. As in the case of NGOs, institutions in private sector that have the urge, inclination and commitment to adult education programmes, may be encouraged to undertake any activity for which they could be provided grant-in-aid at the approved cost norms. Selection of such agencies will be the responsibility of the SLMA or the sub-state implementation agency as decided by the SLMA.

However, NLMA may select any agency to assist it in any aspect of the Mission. NLMA is authorized to develop Public Private Partnerships and other models of partnership to generate funds and also to obtain donations. Alike in selection of NGOs as also institutions in the private sector, there would be total openness and transparency in the process. Fiscal incentives like income tax exemptions may be considered to encourage larger role of private sector in adult education.

○ **International Partnerships**

66. To gain from international experiences, NLMA will strive to establish an international network and work closely with UNESCO, UNICEF, and other international bodies engaged in adult education and arrive at bilateral and multilateral arrangements for mutually beneficial partnerships.

□ **Documentation**

67. Access to relevant information through an effective and strong documentation and information network further strengthens adult education programmes as it improves access to relevant and timely information on adult learning. Documentation is also a means of sharing the achievements of learners back to the field. Particularly with women, this effort will be effective in sustaining their enthusiasm for learning. Local newsletters can also be developed amongst women's groups as a means of documenting and sharing information across block or a cluster of gram panchayats.

68. The documentation capacity of SRCs would be upgraded. The software and procedures developed by UNESCO, that follows a uniform classification, could be used by national documentation center as it would facilitate networking with national and international organizations and would also be user friendly for easy retrieval and use. Necessary resources will be allocated for scientific documentation of important information. This will include a national database on

adult education, indexing, abstracting, bibliographies, and translation service, sharing of effective literacy/adult education practices, directories of material/training tools and programmes, compilation of researches, providing reference service, and databases.

○ **Research**

69. Applied research is as important to Total Quality Management as any other intervention. The Mission will accord high priority to promote research in basic and post literacy and continuing education as also gender issues and documentation and dissemination of research findings. Research studies on relevant themes will be assigned to competent agencies. Further, universities and social science research institutes of repute and standing will be addressed to encourage the researchers to work in the field of different aspects of adult education for the award of doctoral and post-doctoral degree. NLMA will also consider sponsorship of research, on topics selected by it, in reputed universities.

□ **Monitoring and Evaluation**

70. Objective performance parameters will be prescribed for each agency involved in implementation of the scheme. A web based Management Information System (MIS) will be put in place for real time monitoring, which would be critical for optimising the outreach and impact of the programmes. NLMA, SLMA and District bodies will review the progress at their respective levels. Names and progress of each learner will be placed in the public domain. Monitoring will not be uni-directional but a two way communication process. Feedback as to what is happening on the ground will be received through appropriate channels and correctives will be sent back to the ground level through the same channels.

71. Enormous resources, financial as well as human, are to be deployed in the programme. It is but obvious and imperative that high quality evaluations are

carried out to facilitate detailed analysis, including cost benefit analysis and future planning. Elaborate procedures for concurrent, summative and impact evaluation will be laid down. Literacy data will also be supplemented through field research. Reputed agencies with an impeccable track record, expertise and experience will be commissioned to carry out evaluations. The evaluation process will be a tool of correction through participation. Total openness and transparency will be the watch words in the entire evaluation process.

□ **Fund Release Management**

72. NLMA will work out a mechanism for just in time release of funds to all implementing agencies using the core banking facilities available with scheduled banks. NLMA may continue with the existing system of release for grant till operationalisation of the web based fund release and control mechanism.

□ **Planning**

○ **Guiding Principles**

73. Accountability, transparency, participative management, clear delineation of roles and accountability will be essential features of planning process and management. In compliance with 73rd Constitutional Amendment, NLMA perceives a pivotal role for Panchayati Raj institutions in implementation of the programme at the district and sub-district level. However, the discretion of actual role definition will vest with SLMA. It will be incumbent upon SLMAs to ensure that planning processes adopted by it conform to the fundamentals of the strategy, more importantly, decentralization and bottom up approach. For efficient planning, NLMA will make available superior tools of project planning on line.

74. The programme has been envisaged as a people's programme in the true sense, a programme of the people, for the people and by the people. All stakeholders, specially at the grassroots level should have a due say and role in the planning and implementation of the programme. The role of NLMA and SLMA will be that of

catalytic agencies, facilitators and resource providers. All management and supervisory structures will have to be instituted accordingly. Adequate representation of women in these structures, specially in decision-making roles, will also have to be ensured. Adequate resource support will be provided to planning and implementing agencies through special purpose vehicles like State Resource Centers and other bodies with requisite capacities.

75. NLMA will have the final say on the strategy, mainframe and guidelines of the programme and will be authorized to carry out requisite modifications/improvements as may be required during the course of implementation of the programme as long as they are within the broad framework approved by the Government of India. NLMA may engage consultants and outsource services as per requirement of the Mission. The expenditure on these will be borne from funds earmarked for management/National Resource Group.

○ **Planning Process**

76. Activities and responsibilities have been delineated up to the Panchayat Gram level. Panchayats or the agency designated by the SLMA will be responsible for Micro-planning in respect of preparation of action plan at GP level. Micro Planning will include survey, data collection, mass mobilization, training schedules of different levels of functionaries, procurement and distribution of teaching learning materials, evaluation of learning outcome of the learners, budgetary requirements, etc. A GP level plan will have to be formulated taking into account all programmes and activities of the Mission. Blocks will aggregate all the gram panchayats in the block and add their own activity budget to it. The District Implementing Agency will ensemble all the block plans and add their own activity budget and submit it to SLMA. SLMA will aggregate all district plans add

their own state activity and budget to it NLMA. The state plan will thus be an ensemble of all district plans plus SLMA's own activity budget.

77. The National Literacy Mission Authority will appraise each State Plan and issue administrative and financial sanction based on which funds (Central Government share) will be released to SLMA.

□ **Management Structure**

78. The programme will be implemented in Mission mode. Institutional framework, right from the national up to the state, district, block and gram Panchyat, will be set up involving the state government, district administration and Panchyati Raj institutions. Adequate representation of women in these structures, especially in decision-making roles will have to be ensured.

79. The National Literacy Mission Authority (NLMA), an autonomous wing of the Ministry of Human Resource Development, will be the Nodal Agency at the national level. It would be responsible for the overall planning and management of the scheme, including release of funds to States/Voluntary Agencies, mobilization of resources, procurement, mass campaigns, maintenance of national database on illiteracy and adult education, publicity, facilitate techno-pedagogical support, research, monitoring and evaluation, etc.

80. To assist NLMA in the discharge of its mandate, a National Resource Group (NRG) will be set to render technical and managerial support to the Mission through NLMA. No permanent employee will be posted to NLMA or NRG. However, NLMA may engage short term/medium term consultants and support services in the field of general management, pedagogy, mass mobilization, evaluation, ITC or any other activity as may be decided by the Executive Committee of NLMA for a period not exceeding three years.



81. At the State level, the State Literacy Mission Authority (SLMA), would be responsible for preparation, implementation and monitoring of the programmes. It would be incumbent upon the respective State Governments to provide a full time Secretariat to the SLMA besides contractual employees as may be agreed to by the NLMA.
82. The State Plan will be an ensemble of district Plans. Based on the Mission Strategy and Guidelines, SLMA would facilitate preparation of the District AE Plans through intensive discussion and guidance, to reflect the variety in programme types and innovation in implementation methods in relation to local specific situations, within the overall framework of national guidelines.
83. The NLMA and SLMA would encourage and provide services of experienced and committed persons from all sections of society, including persons who are employees of Central/State government, district administration, university/college or a public sector undertaking. These persons may be released by their establishments to work for the literacy and continuing education programme on secondment basis. The period of their work should be treated as duty in their parent departments and they would continue to draw their salary and allowances for this period from their parent establishments.
84. The SLMA will also be responsible for disbursement of funds, along with the State government share, to the district implementing agency, monitoring and review of the progress of the scheme in the State, collection of Utilisation Certificates (UCs) from the districts and submission of a consolidated UC to NLMA. It would also be responsible for capacity building, field appraisals and pedagogic support and act as State Resource Group for the programme in the state
85. At the district level district administration or Zilla Parishads (ZP) may be made responsible for the implementation of the programme. A special committee and

District Resource Group will have to be constituted to function under the aegis of ZP. Gram Panchyats, along with communities, will be the implementing Agency at the operational level, that is, all villages within a GP. A suggestive management structure for implementation of the programme at different levels indicating composition of the Committees, secretarial assistance and tasks to be undertaken is given in **Annexure 1**.

### **VIII. Financing and budget**

86. A total financial outlay for “Saakshar Bharat” during the last 3 years of XI Plan period is Rs. 6502.70 crores, out of which the Central share will be Rs. 4993.02 crore. The share of funding between Central and State Government is in the ratio of 75:25 and in the case of North-Eastern States including Sikkim in the ratio of 90:10, respectively. The allocation of funds to the States will be based on adult female illiterate population in the districts covered under the programme in various States. As the Mission progresses, the expenditure pattern will follow the overall inter-se distribution.

87. Upper levels of cost norms have been prescribed for all components of the Mission including management, monitoring and evaluation, etc. Activity wise financial norms are at **Annexure-III**

### **IX. Rashtriya Saksharta Kosh**

88. To augment non-budgetary resources through public donations and grant in aid, NLMA may set up a Fund under the name, Rashtriya Saksharta Kosh. NLMA will determine the modalities of its operation. Proceeds of the fund may be used to give performance based rewards to literacy achievers including the literacy educators.

### **X. Milestones**

89. The Mission will have the following major milestones:

- Mission launch: 8<sup>th</sup> September, 2009
- Launching of the programme in states: 14<sup>th</sup> December, 2009
- Mobilisation (Phase I): September- December 2009
- Starting of the Classes: January 2010
- First Round of National Test/Evaluation: September 2010

<b>Activity</b>	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>	<b>Total</b>
1. Learners under Literacy Programme –Basic & Post Literacy	100 lakh	250 lakh	350 lakh	700 lakh
2. Learners under Basic Education Programme-(Equivalency)	1.00 lakh	6.00 lakh	8.00 lakh	15.00 lakh
3. Learners under Vocational Education (Skill Development) Programme	4 lakh	5 lakh	5 lakh	14 lakh
4. Lifelong Learning (Number of AECs)	25,000	60,000	85,000	1,70,000

#### **XI. Duration of the Scheme**

90. The scheme will be in operation till 31.3.2012, unless decided otherwise by the Government of India. Literacy programme will have timeframe of 18 months. Equivalency, Vocational and Continuing Education Programme will run uninterruptedly from the date of sanction till 31-03-2012

#### **XII. Guidelines**

91. The scheme will be administered through guidelines laid down by NLMA from time to time. NLMA has been empowered to formulate detailed guidelines of the programme including fund release management, frequency and quantum of releases, receiving and utilization of public donations, mode of implementation, mass mobilisation, publicity and awareness, management structure, monitoring and evaluation etc. and modify them from time to time. In case of any dispute on the interpretation of these guidelines, the decision of the NLMA will be final.

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## **Suggestive Management Structure**

### **At Gram Panchayat Level: Panchayat Lok Shiksha Samiti**

#### **Composition**

**Chairperson**:- President of the Panchayat - 1

**Vice-Chairman** :- (Selected among the members)

**Members** (50% women)

Women elected representatives of the Panchayat - 2

Head Master/Teacher from the local school chosen by the Panchayat - 1

Representatives of the community (with proportionate representation from SCs/STs/ Minorities) - 3

Member Secretary of the Education Committee – 1

(Mahila Mandal/SHG Member - 1

User Group – 2

Social Activists – 1

Literates/Opinion Makers (Sr. Govt. Employee/Doctor) - 1

**Member Secretary**: Senior Prerak - 1

**Secretariat** - Two full time contractual employees (Senior Prerak and Prerak)

**Tasks**: Management of Lok Shiksha Kendra and its activities including -

- Identification of non-literate women and voluntary teachers in the gram panchayat
- Sourcing, storing and supply of teaching-learning material and making them available to enlisted teachers
- Micro planning at gram panchayat level and supervision of literacy classes
- Logistical support for National level Test/Learners Assessment
- Payment of honorarium to literacy educators
- Evaluation
- Claim to be made for award of Panchayat Mahila Shakshrata Puraskar award after achieving 100% female literacy
- Setting up Lok Shiksha Kendra for continuing education with funds from Panchayat and award money.

## **Block Level: Block Lok Shiksha Samiti**

### **Composition**

**Chairperson** - President of the Block Panchayat

**Members** - All Women elected Representatives of the Block Panchayat  
College/School teachers

Representatives of the community, NGO, etc

**Member Secretary** - BDO

**Secretariat** – Up to two full time contractual employees

### **Tasks –**

- Preparation of Block Panchayat-level Literacy Plan
- Supervision of literacy classes
- Coordination between Gram Panchayats and District level agency
- Monitoring of the programme at block level

## **District Level: Zilla Lok Shiksha Samiti**

### **Composition**

**Chairperson** - District Panchayat President

### **Members –**

District Collector: Coordinator

Selected Block and Gram Panchayat Presidents (of which at least 50% women)

District Heads of selected departments

NGO representatives

Educationist and Social Workers

Directors of JSS

**Member Secretary** – CEO, Zilla Panchayat

**Secretariat** - A full time officer of the Samiti will hold no other additional charge. State Government will provide a minimum supporting staff to manage the affairs of the Samiti. Besides, Samiti may engage maximum up to 5 contractual employees.

### **Tasks**

- Planning of district level campaign for literacy
- Communication of strategy to all Gram Panchayat heads
- Undertaking mass mobilization and environment building activities.

- Organisation of Mahila Saksharata orientation at sub-district levels and through district-wise gram sabha meetings
- Creating the work chart and role definitions for participating agencies such as learners, teachers, evaluators, panchayats
- Preparing the annual district calendar (Sept. 8 to Sept. 7)
- Organising supply of teaching-learning material to panchayats
- Supervising teaching-learning
- Organising complementary action through SHGs and NREGA groups
- Planning and implementing common testing/evaluation on 1st week of September each year (to begin on Sept. 1st 2010)
- Payment of honorarium and award of Panchayat Mahila Saksharata Puraskar
- Setting up Lok Shiksha Kendra for continuing education through convergence of funds
- Placing all relevant information in the public domain on the programme

### **State Level - State Literacy Mission Authority**

#### **Composition of Governing Body**

**Chairman** - Chief Minister/Education Minister

#### **Members**

Eminent educationists,  
 Elected representatives,  
 Representatives from NGOs,  
 Eminent social/literacy activists,  
 Media specialists, etc.

**Member Secretary** - Secretary Education (in-charge of Adult Education)

**Secretariat** - State Governments to provide a full time Secretariat to the SLMA besides up to 6 contractual employees

The SLMA would encourage and ensure that services of experienced and committed persons from all sections of society. These persons may be released by their establishments to work for the literacy and continuing education programme. The period of their work should be treated as duty in their parent departments and they would continue to draw their salary and allowances for this period from their parent establishments

#### **Tasks**

- Developing a State Plan for Literacy
- Organising a motivational campaign across the state
- The SLMA will be responsible for disbursement of funds received from the NLMA and the State to the implementing agency and management of accounts.
- Overseeing District Plans for Literacy
- Effecting convergence of programmes for incentives, awards and the adult education centre (Lok Shiksha Kendra)
- Ensuring evaluation and placing all information in the public domain on the programme

### **National Level - National Literacy Mission Authority (NLMA)**

#### **Composition of Governing Body**

**Chairperson**- Minister of Human Resource Development

**Vice Chairperson** – Minister of State (HRD)

**Members** - Ministers of Information & Broadcasting, Health & Family Welfare, Youth Affairs and Sports, Social Justice and Empowerment, Women & Child Development, Rural Development, Panchayati Raj, Minority Affairs and representatives of different line departments, NGOs.

**Member Secretary** – Joint Secretary (Adult Education)

**Secretariat:** Joint Secretary, Adult Education is the ex-officio Director General of the NLMA. There are two Additional Director-General and two Directors along with the usual supporting staff.

#### **Tasks**

- Ensure campaign roll-out on 8 September 2009
- Oversee State level Campaigns
- Mass Media support to campaign
- Oversee evaluations
- Funding support to states
- Directions for Convergence
- Awards and Incentives for outstanding work

**List of districts having rate of 50% adult female literacy or below along with number of Block Panchayats, No. of village Panchayats and existence of JSSs in the district**

**STATEMENT - State wise list of 365 Districts**

Number of Block Panchayats and Gram Panchayats in Districts\* having Adult Female Literacy Rate below 50% - 2001

S.No	Name of the States/UTs/District	Female Adult Literacy Rate	No. of Blcok Panchayats	No. of Village Panchatats	JSS
1	2	3	4	5	
	<b>State - ANDHRA PRADESH</b>				
1	District - Mahbubnagar	24.03	64	1346	Yes
2	District - Medak	28.29	46	1109	No
3	District - Adilabad	28.81	52	866	Yes
4	District - Nizamabad	29.58	36	718	No
5	District - Vizianagaram	30.38	34	929	No
6	District - Karimnagar	31.73	57	1194	No
7	District - Kurnool	32.08	53	898	No
8	District - Anantapur	33.54	63	1001	Yes
9	District - Srikakulam	33.67	38	1101	No
10	District - Nalgonda	34.83	59	1178	Yes
11	District - Warangal	35.01	50	1014	Yes
12	District - Prakasam	36.36	55	1036	Yes
13	District - Khammam	38.27	46	770	Yes
14	District - Cuddapah	40.79	50	808	No
15	District - Visakhapatnam	42.57	39	944	Yes
16	District - Guntur	47.36	57	1016	Yes
17	District - Chittoor	48.26	66	1402	No
18	District - Nellore	49.09	46	961	No
19	District - Rangareddi	49.64	33	705	Yes
	<b>Total</b>		<b>944</b>	<b>18996</b>	<b>10</b>
	<b>State - ARUNACHAL PRADESH</b>				
1	District - East Kameng	21.02	10	118	No
2	District - Tawang	24.02	6	80	No
3	District - Tirap	24.21	16	115	No
4	District - Lower Subansiri	30.11	14	190	No
5	District - Upper Subansiri	33.77	14	148	No
6	District - Upper Siang	34.22	4	62	No
7	District - Changlang	34.45	7	101	No
8	District - Lohit	39.67	8	132	No
9	District - West Kameng	40.74	9	96	No
10	District - Dibang Valley	43.01	3	21	No
11	District - West Siang	45.94	18	211	No
12	District - East Siang	48.76	11	144	No
	<b>Total</b>		<b>120</b>	<b>1418</b>	<b>No</b>
	<b>State - ASSAM</b>				
1	District - Dhubri	35.36	15	168	No
2	District - Kokrajhar	36.14	10	73	No



3	District - Darrang	41.37	7	79	Yes
4	District - Karbi Anglong	41.58	11	1435	No
5	District - Barpeta 05	41.7	11	129	No
6	District - Sonitpur	45.07	14	159	No
	*Arranged in ascending order of adult female literacy by States/UTs				1
7	District - Bongaigaon	45.34	5	65	No
8	District - Marigaon	45.61	7	85	No
9	District - Hailakandi	46.1	5	62	No
10	District - Goalpara	46.43	8	81	No
11	District - Tinsukia	46.98	7	87	No
12	District - Dhemaji	48.2	5	65	No
	Total		<b>105</b>	<b>2488</b>	<b>1</b>

**State - BIHAR**

1	District - Kishanganj	14.66	7	126	Yes
2	District - Supaul	17.83	11	181	No
3	District - Araria	18.93	9	218	No
4	District - Madhepura	19.51	13	170	No
5	District - Sheohar	19.64	5	53	No
6	District - Purba Champaran	19.89	27	419	Yes
7	District - Purnia	20.19	14	251	No
8	District - Pashchim Champaran	20.44	18	315	No
9	District - Katihar	20.56	16	237	No
10	District - Sitamarhi	21.14	17	273	No
11	District - Jamui	21.49	10	153	No
12	District - Madhubani	21.64	21	399	No
13	District - Saharsa	22.56	10	153	No
14	District - Banka	24.04	11	185	No
15	District - Gopalganj	24.64	14	234	No
16	District - Khagaria	25.36	7	129	No
17	District - Darbhanga	26.61	18	330	Yes
18	District - Samastipur	26.67	20	380	Yes
19	District - Nawada	27.19	14	187	No
20	District - Lakhisarai	29.09	7	80	No
21	District - Sheikhpura	29.23	6	54	No
22	District - Saran	29.65	20	330	Yes
23	District - Siwan	29.75	19	293	No
24	District - Vaishali	30.03	16	290	Yes
25	District - Muzaffarpur	30.61	16	387	Yes
26	District - Gaya	30.84	24	332	Yes
27	District - Begusarai	31.18	18	260	No
28	District - Kaimur (Bhabua)	31.24	11	151	No
29	District - Jehanabad	33.33	7	93	No
30	District - Buxar	33.39	11	142	Yes
31	District - Nalanda	33.63	20	248	Yes
32	District - Bhagalpur	34.45	16	242	No
33	District - Bhojpur	35	14	228	No
34	District - Aurangabad	35.18	11	203	Yes
35	District - Rohtas	38.19	19	246	No
36	District - Munger	43.26	9	101	Yes
37	District - Patna	46.92	23	331	Yes
	Total		<b>529</b>	<b>8404</b>	<b>13</b>

**State - CHHATTISGARH**

1	District - Dantewada	15.86	11	409	No
2	District - Bastar	23.01	14	669	Yes
3	District - Kawardha	29.85	4	371	No
4	District - Surguja	33.02	19	1090	Yes
5	District - Korba	37.26	5	357	Yes

6	District - Janjgir - Champa	39.17	9	582	No
7	District - Bilaspur	39.71	10	864	Yes
8	District - Koriya	40.27	5	250	Yes
9	District - Jashpur	43.44	8	417	No
10	District - Mahasamund	44.06	5	492	No
11	District - Raipur	46.09	15	1204	No
12	District - Raigarh	49.9	9	710	Yes
	<b>Total</b>		<b>114</b>	<b>7415</b>	<b>6</b>

**State - GUJARAT**

1	District - Dohad	23.05	7	459	No
2	District - Banas Kantha	25.56	12	784	Yes
3	District - Panch Mahals	35.36	11	663	No
4	District - The Dangs	36.69	1	70	No
5	District - Narmada	38.46	4	219	No
6	District - Patan	40.22	7	462	Yes
7	District - Surendranagar	41.27	10	613	No
8	District - Kachchh	42.51	10	808	Yes
9	District - Sabar Kantha	44.87	13	706	Yes
10	District - Bhavnagar	46.24	11	773	No
11	District - Amreli	48.54	11	593	No
12	District - Junagadh	49.07	14	848	No
13	District - Jamnagar	49.96	10	695	No
	<b>Total</b>		<b>121</b>	<b>7693</b>	<b>4</b>

**State - HARYANA**

1	District - Kaithal	36.5	6	263	No
2	District - Jind	37.28	7	300	No
3	District - Fatehabad	37.59	6	241	No
4	District - Hisar	41.11	9	312	No
5	District - Sirsa	41.31	7	333	Yes
6	District - Bhiwani	42.26	10	468	No
7	District - Gurgaon	42.36	4	239	Yes
8	District - Mahendragarh	43.11	5	339	No
9	District - Faridabad	49.22	2	112	Yes
10	District - Karnal	49.93	6	380	No
	<b>Total</b>		<b>62</b>	<b>2987</b>	<b>3</b>

**State - HIMACHAL PRADESH**

1	District - Chamba	37.17	7	283	No
	<b>Total</b>		<b>7</b>	<b>283</b>	<b>0</b>

**State - JAMMU & KASHMIR**

1	District - Kupwara	21.21	11	363	Yes
2	District - Badgam	21.55	8	284	No
3	District - Doda	23.02	8	232	No
4	District - Baramula	23.93	12	365	No
5	District - Anantnag	26.33	6	251	No
6	District - Pulwama	27.76	4	157	No
7	District - Punch	30.19	6	191	No
8	District - Kargil	31.03	9	95	No
9	District - Udhampur	35.65	7	204	No
10	District - Rajauri	38.34	8	296	No
11	District - Srinagar	40.92	1	10	No
12	District - Leh (Ladakh)	45.71	9	93	No
13	District - Kathua	48.3	8	245	No
	<b>Total</b>		<b>97</b>	<b>2786</b>	<b>1</b>

**State - JHARKHAND**

1	District - Pakaur	16.95	6	128	No
2	District - Garhwa	16.99	14	196	No
3	District - Giridih	19.17	12	357	No
4	District - Sahibganj	21.71	9	166	No
5	District - Godda	21.88	8	200	No
6	District - Chatra	22.09	10	159	No
7	District - Palamu	24.08	13	289	No
8	District - Kodarma	24.84	5	109	No
9	District - Dumka	25.8	10	206	No
10	District - Deoghar	26.25	8	201	No
11	District - Pashchimi Singhbhum	28.65	15	216	No
12	District - Lohardaga	31.23	5	66	No
13	District - Hazaribag	32.75	11	257	Yes
14	District - Gumla	33.92	11	159	No
15	District - Bokaro	40.17	8	248	Yes
16	District - Ranchi	44.91	14	298	Yes
17	District - Dhanbad	45.75	8	383	Yes
	<b>Total</b>		<b>167</b>	<b>3638</b>	<b>4</b>

**State - KARNATAKA**

1	District - Raichur	27.75	5	164	Yes
2	District - Gulbarga	28.95	10	337	Yes
3	District - Koppal	30.17	4	134	No
4	District - Chamarajanagar	33.21	4	120	No
5	District - Bijapur	33.62	5	199	No
6	District - Bagalko	33.73	6	163	Yes
7	District - Bellary	37.09	7	189	No
8	District - Bidar	37.67	5	175	No
9	District - Mandya	42.45	7	232	Yes
10	District - Kolar	43.01	11	307	Yes
11	District - Gadag	43.39	5	106	No
12	District - Belgaum	43.72	10	485	No
13	District - Chitradurga	45.08	6	185	No
14	District - Bangalore Rural	46.04	8	228	No
15	District - Mysore	48.16	7	235	Yes
16	District - Tumkur	48.85	10	321	Yes
17	District - Haveri	48.96	7	206	No
	<b>Total</b>		<b>117</b>	<b>3786</b>	<b>7</b>

**State - MADHYA PRADESH**

1	District - Sheopur	20.11	3	226	Yes
2	District - Jhabua	21.27	12	663	Yes
3	District - Sidhi	25.65	8	717	Yes
4	District - Barwani	26.01	7	417	No
5	District - Rajgarh	28.05	6	627	Yes
6	District - Chhatarpur	28.78	8	558	Yes
7	District - Dindori	30.07	7	363	Yes
8	District - Tikamgarh	30.08	6	459	Yes
9	District - Shivpuri	32.15	8	615	No
10	District - Dhar	32.54	13	760	Yes
11	District - Morena	33.97	7	489	Yes
12	District - Umaria	34.38	3	233	Yes
13	District - Shahdol	34.87	5	392	No
14	District - Guna	34.99	5	424	Yes
15	District - Dewas	36.74	6	497	Yes
16	District - Damoh	36.86	7	461	Yes
17	District - Rewa	36.89	9	827	Yes

18	District - Mandla	36.94	9	492	Yes
19	District - Sehore	37.07	5	499	Yes
20	District - Vidisha	37.28	7	580	No
21	District - Katni	39.69	6	409	Yes
22	District - Panna	39.98	5	395	No
23	District - Satna	40.68	8	703	Yes
24	District - Neemuch	41.25	3	239	No
25	District - East Nimar	42.84	7	423	No
26	District - Seoni	44.37	8	642	No
27	District - West Nimar	44.39	0	0	No
28	District - Bhind	44.43	6	447	Yes
29	District - Sagar	45.47	11	753	Yes
30	District - Chhindwara	47.15	11	808	No
31	District - Mandsaur	47.17	5	441	No
32	District - Betul	47.5	10	558	Yes
33	District - Harda	47.51	3	211	No
34	District - Datia	48.23	3	281	Yes
35	District - Balaghat	49.23	10	689	No
36	District - Ratlam	49.23	6	419	Yes
37	District - Gwalior	49.65	4	299	Yes
	<b>Total</b>		<b>247</b>	<b>18016</b>	<b>23</b>

**State - MAHARASHTRA**

1	District - Nandurbar	36.52	6	501	Yes
2	District - Jalna	36.92	8	785	No
3	District - Gadchiroli	37.39	12	467	No
4	District - Hingoli	39.18	5	565	No
5	District - Parbhani	40.01	9	704	No
6	District - Bid	42.62	11	1019	Yes
7	District - Nanded	43.12	16	1313	No
8	District - Osmanabad	46.36	8	622	No
9	District - Latur	49.12	10	786	Yes
	<b>Total</b>		<b>85</b>	<b>6762</b>	<b>3</b>

**State - MANIPUR**

1	District - Chandel	44.95	0	N.A	No
2	District - Thoubal	46.57	0	((42))	No
3	District - Senapati	47.63	0	N.A	No
4	District - Tamenglong	48.71	0	N.A	No
	<b>Total</b>		<b>0</b>	<b>N.A. (1090 for 4 Districts)</b>	

**State - MEGHALAYA**

1	District - West Garo Hills	41.71	0	N.A	No
2	District - South Garo Hills	47.88	0	N.A	No
	<b>Total</b>		<b>0</b>	<b>N.A. (1179 for all 7 Districts)</b>	

**State - NAGALAND**

1	District - Mon	31.93	0	N.A	No
2	District - Tuensang	41.96	0	N.A	No
	<b>Total</b>		<b>0</b>	<b>N.A (1110 for all 8 districts)</b>	

**State - ORISSA**

1	District - Nabarangapur	15.42	10	169	No
2	District - Malkangiri	15.61	7	108	No
3	District - Nuapada	19.23	5	109	Yes

4	District – Rayagada	19.98	11	171	No
5	District - Koraput	20.33	14	226	Yes
6	District - Gajapati	22.6	7	129	No
7	District - Kalahandi	23.1	13	273	No
8	District - Kandhamal	27.75	12	153	No
9	District - Baudh	31.1	3	63	No
10	District - Mayurbhanj	31.9	26	382	No
11	District - Balangir	32.11	14	285	Yes
12	District - Sonapur	37.4	6	96	No
13	District - Kendujhar	40.18	13	286	Yes
14	District - Ganjam	40.29	22	475	No
15	District - Debagarh	41	3	60	Yes
16	District - Bargarh	42.57	12	248	No
17	District - Sundargarh	48.02	17	262	No
18	District - Sambalpur	48.53	9	148	Yes
19	District - Anugul	48.84	8	209	Yes
	<b>Total</b>		<b>212</b>	<b>3852</b>	<b>7</b>

**State - PUNJAB**

1	District – Mansa	36.49	5	244	No
2	District - Muktsar	43.62	4	265	No
3	District - Firozpur	44.98	10	1143	No
4	District - Sangrur	45.64	9	586	No
5	District – Bathinda	46.79	8	313	No
6	District - Faridkot	48.48	2	184	No
	<b>Total</b>		<b>38</b>	<b>2735</b>	<b>0</b>

\*For four District Panchayats of Bishnupur, Imphal East, Imphal West and Thoubal

**State - RAJASTHAN**

1	District - Jalor	19.3	7	264	No
2	District - Banswara	21.42	8	325	No
3	District - Dungarpur	23.53	5	237	No
4	District - Tonk	24.97	6	231	No
5	District - Jaisalmer	26.58	3	128	No
6	District - Sawai Madhopur	27.03	5	197	No
7	District - Bhilwara	27.14	11	380	No
8	District - Pali	27.22	10	320	No
9	District - Rajsamand	28.14	7	206	No
10	District – Chittaurgarh	28.68	14	391	No
11	District - Bundi	29.29	4	181	No
12	District - Sirohi	29.63	5	151	No
13	District – Nagaur	30.12	11	461	No
14	District - Dausa	31.17	5	224	No
15	District - Baran	31.27	7	218	No
16	District - Dhaulpur	31.72	4	167	Yes
17	District - Jhalawar	31.81	6	252	Yes
18	District - Jodhpur	32.52	9	353	Yes
19	District – Bharatpur	32.96	9	372	No
20	District - Alwar	33.21	14	478	No
21	District – Karauli	34.79	5	224	No
22	District - Barmer	36.17	8	380	No
23	District - Bikaner	36.33	5	228	Yes
24	District - Udaipur	36.76	11	498	No
25	District - Hanumangarh	38.29	3	251	No
26	District - Ajmer	43.58	8	276	Yes
27	District – Ganganagar	43.6	7	320	No
28	District - Churu	45.31	6	250	No

29	District - Sikar	45.58	8	334	Yes
30	District - Jaipur	48.02	13	488	Yes
31	District - Jhunjhunur	49.37	8	288	No
	Total		<b>232</b>	<b>9073</b>	<b>7</b>
<b>Sikkim</b>					
1	District - West	43.4	0	53	No
2	District - North	48.65	0	23	No
	Total		<b>0</b>	<b>76</b>	<b>0</b>
<b>State - TAMIL NADU</b>					
1	District - Dharmapuri	41.63	8	251	No
2	District - Ariyalur	42.83	6	201	No
3	District - Viluppuram	44.35	22	1104	No
4	District - Perambalur	46.78	4	121	No
5	District - Tiruvannamalai	47.81	18	860	No
6	District - Salem	49.22	20	385	No
7	District - Erode	49.66	20	343	No
	Total		<b>98</b>	<b>3265</b>	<b>0</b>
<b>Tripura</b>					
1	District - Dhalai	45.69	5	130	No
	Total		<b>5</b>	<b>130</b>	<b>0</b>
<b>State - UTTAR PRADESH</b>					
1	District - Shrawasti	13.56	5	334	Yes
2	District - Balrampur	16.85	9	668	Yes
3	District - Bahraich	17.52	14	910	Yes
4	District - Budaun	18	18	1069	No
5	District - Siddharthnagar	19.68	14	1009	Yes
6	District - Maharajanj	19.87	12	777	No
7	District - Kaushambi	20.52	8	440	Yes
8	District - Gonda	21.34	16	1054	Yes
9	District - Kushinagar	21.72	14	953	Yes
10	District - Rampur	22.32	6	580	No
11	District - Lalitpur	23.77	6	340	Yes
12	District - Jyotiba Phule Nagar	25.87	6	484	Yes
13	District - Sant Kabir Nagar	25.92	9	647	No
14	District - Pilibhit	26.03	7	599	Yes
15	District - Sitapur	26.22	19	1329	Yes
16	District - Barabanki	26.42	15	1002	Yes
17	District - Sonbhadra	26.48	8	501	Yes
18	District - Moradabad	27.03	13	960	Yes
19	District - Banda	27.4	8	437	Yes
20	District - Mahoba	27.4	4	247	No
21	District - Kheri	27.91	15	995	Yes
22	District - Basti	27.95	14	1047	Yes
23	District - Hardoi	27.95	19	1101	Yes
24	District - Shahjahanpur	28.02	15	922	Yes
25	District - Sant Ravidas Nagar	28.21	6	490	Yes
26	District - Bareilly	28.39	15	1011	Yes
27	District - Hamirpur	30.03	7	314	No
28	District - Mirzapur	30.2	12	758	Yes
29	District - Rae Bareli	30.54	21	965	Yes
30	District - Pratapgarh	31.08	17	1105	Yes
31	District - Sultanpur	31.17	23	1262	Yes
32	District - Etah	31.32	15	898	No
33	District - Fatehpur	32.76	13	788	Yes

34	District - Unnao	33.06	16	954	Yes
35	District - Faizabad	33.14	11	796	Yes
36	District - Deoria	33.17	16	1019	Yes
37	District - Azamgarh	33.57	22	1617	Yes
38	District - Ghazipur	33.71	16	1046	No
39	District - Jaunpur	33.93	21	1514	Yes
40	District - Bulandshahr	34.13	16	857	Yes
41	District - Mathura	34.54	10	479	Yes
42	District - Gorakhpur	34.61	19	1233	Yes
43	District - Chandauli	35.21	9	620	Yes
44	District - Ballia	35.24	17	833	Yes
45	District - Ambedkar Nagar	35.37	9	805	Yes
46	District - Aligarh	35.39	12	853	Yes
47	District - Hathras	36.92			No
48	District - Bijnor	37.17	11	967	No
49	District - Mau	38.34	9	609	Yes
50	District - Allahabad	38.69	20	1460	Yes
51	District - Muzaffarnagar	39.78	14	687	Yes
52	District - Baghpat	40.35	6	269	No
53	District - Jalaun	40.35	9	564	Yes
54	District - Farrukhabad	41.09	7	512	Yes
55	District - Chitrakoot	41.12	5	330	Yes
56	District - Agra	41.41	15	636	Yes
57	District - Kannauj	41.42	8	449	No
58	District - Saharanpur	41.69	15	922	Yes
59	District - Jhansi	42.8	8	451	No
60	District - Firozabad	42.88	9	524	Yes
61	District - Mainpuri	43.08	9	503	No
62	District - Varanasi	45.5	8	703	Yes
63	District - Kanpur Dehat	45.84	10	612	Yes
64	District - Gautam Buddha Nagar	46.13	4	260	Yes
65	District - Meerut	46.36	12	460	No
66	District - Etawah	48.89	8	420	Yes
	<b>Total</b>		<b>784</b>	<b>49960</b>	<b>51</b>

**State - UTTARANCHAL**

1	District - Uttarkashi	36.05	6	454	No
2	District - Tehri Garhwal	38.2	9	979	Yes
3	District - Champawat	43.48	4	290	No
4	District - Hardwar	44.71	6	307	No
5	District - Udham Singh Nagar	45.11	7	309	No
6	District - Bageshwar	47.57	3	397	Yes
	<b>Total</b>		<b>35</b>	<b>2736</b>	<b>2</b>

**State - WEST BENGAL**

1	District - Puruliya	29.57	20	170	Yes
2	District - Uttar Dinajpur	29.93	9	98	No
3	District - Maldah	34.16	15	146	No
4	District - Murshidabad	39.94	26	254	No
5	District - Bankura	43.66	22	190	Yes
6	District - Jalpaiguri	44.63	13	148	Yes
7	District - Birbhum	45.59	19	167	Yes
8	District - Dakshin Dinajpur	46.64	8	65	No
9	District - Koch Bihar	47.22	12	128	Yes
	<b>Total</b>		<b>144</b>	<b>1366</b>	<b>5</b>

**State - DADRA & NAGAR HAVELI 26**

1	District - Dadra & Nagar Haveli	33.11	0	10	Yes
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Total			<b>10</b>	<b>1</b>
<b>Total</b>	<b>365</b>	<b>4263</b>	<b>157875**</b>	<b>148</b>

\*\* Excluding Manipur, Meghalaya and Nagaland for which separate information for the concerned districts is not available.



**Activity wise financial norms**

Sl No	Activity Component	Upper ceiling
1	Establishment of <i>Adult Education</i> Centre	<u>N/Recurring</u> : Rs 60,000/ for new centers and Rs. 25,000 for old centers <u>Recurring</u> : 75,000 per annum/ centre
2	Basic Literacy	
(a)	Through volunteer mode	Rs 230 per learner
(b)	Through resident instructor	Rs 40,000 per resident group/30 learners per year.
(c)	Residential Camps	Rs 125 /day/learner/45 days
(d)	Tuition Fee to basic literacy volunteers	
3	Basic Education (Equivalency programmes )	Rs 5968 per learner (NIOS norms)
4	Common Elements	
(a)	Survey and Community Mobilisation,	Rs.2,500/- per AEC (Gram Panchayat)
(b)	Training	Rs .1,000/- per literacy functionary
5	Management, Monitoring & Evaluation	4% of the Programme cost
6	National Resource Support	Rs. 78.50 Crore (Lump sum)



