

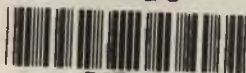
LOK JUMBISH

The First Report

LOK JUMBISH PARISHAD
JAIPUR

NOV., 1992

NIEPA DC



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Contents

Abbreviations

Glossary of Hindi Terms

Preface

✓ Lok Jumbish	1
✓ Coverage	5
Creating a Management System	13
✓ Establishing Partnerships	18
Operationalisation in the Blocks	23
Teacher Training	29
Buildings Development	35
Conclusion	40

Abbreviations

AAEA	Ajmer Adult Education Association.
BGVS	Bharat Gyan Vigyan Samiti (an organisation working for literacy and people's science movement).
BLI	Block Level Implementation of LJ (a document brought out by LJP of this title).
BNS	Bhavan Nirman Samiti, viz. Building Construction Committee, proposed at the Village Level under LJ.
BSG	Block Steering Group.
DIET	District Institute of Education & Training.
DRU	District Resource Unit.
DSS	Data Support System.
DWDA	District Women's Development Agency (under WDP).
ECCE	Early Childhood Care & Education.
FC	Field Centre.
ICDS	Integrated Child Development Services Programme.
IDS	Institute of Development Studies, Jaipur.
IIT	Indian Institute of Technology.
KSPS	Khand-stariya Shiksha Prabandhan Samiti (see Glossary of Hindi Terms).
LJ	Lok Jumbish
LJP	Lok Jumbish Parishad.
MA	Mobilising Agency.
MIS	Management Information System.

- NCERT** National Council of Educational Research & Training, New Delhi.
- NFE** Non-formal Education
- NGO** Non-Government Organisation
- NIAE** National Institute of Adult Education, New Delhi.
- NIEPA** National Institute of Educational Planning & Administration, New Delhi.
- NYK** Nehru Yuvak Kendra (youth centres set up by Government of India in districts).
- RPM** Review & Planning Meeting.
- RSTB** Rajasthan State Textbook Board.
- UPE** Universalization of Primary Education.
- VA** Voluntary Agency.
- VEC** Village Education Committee.
- WDP** Women's Development Programme of Rajasthan.

Glossary of Hindi Terms

Anganwadi	An ECCE centre established under ICDS programme.
Chamar	One of the most deprived castes among the Scheduled Castes, traditionally referred to as untouchable community.
Gram Sabha	An assembly of all the citizens of a village.
Kanjar	Socially and educationally an extremely backward caste, traditionally referred to as a 'criminal group'.
Kala Jatha	Cultural caravan, generally improvised with local artists for environment building.
Khand-stariya Shiksha Prabandhan Samiti	Literally Block Level Education Management Committee – proposed as the body which will have sanctioning powers.
Lok Jumbish	Literally, People's Movement, a movement for the people.
Mahila Mandal	A women's gathering which is often formalised as an association.
Mahila Samooh	A women's group/collective.
Panchayati Raj	The set up consisting of a village, block and district level elected bodies.
Panchayat Samiti	Elected body responsible for local government at the block level.
Prahar Pathshala	Part-time primary education facility under Shiksha Karmi project.
Saharia	A tribe known for extreme economic and educational backwardness.
Sathin	Literally, a 'woman comrade', a women's development workers at the village level under WDP.
Shiksha Karmi	A local educational worker under Shiksha Karmi project.
Swachha	Literally 'clean', a project in South Rajasthan for guinea-worm eradication and provision of potable water.

Preface

The concept of Lok Jumbish and the parameters of the project have aroused much interest during the last couple of years. Comments have ranged from a reference to it as a doctrinaire, abstract and unimplementable project, to its characterisation as framework for educational revolution. Educationists, educational planners, teachers and several others have evinced a desire to know about the progress of Lok Jumbish. This is a report to those people. We in Lok Jumbish Parishad have decided to bring out two reports each year, in Hindi and English, to inform all concerned about developments in Lok Jumbish.

A report such as this provides a special occasion to reflect upon and review the progress, to think about what we have done, and how we have gone about it. It is also a circumstance to recall whether we have made departures from the Lok Jumbish documents, and if so, whether those steps were based on forethought and an understanding of the implications of the departures, and also whether they violate the basic tenets of Lok Jumbish.

In some respects the Action Plan, which was prepared about a year ago and which served as the basis of approval of the project, needs revision and updating. Discussions, evaluative processes and planning activity which accompanied preparation of this report have provided an opportunity for development of an outline of Action Plan for the next six months.

We would welcome comment and criticism about this document, and also about the picture of Lok Jumbish which emerges from it.

Lok Jumbish

Lok is a Hindi/Sanskrit word and means the people; Jumbish an Urdu/Persian word and means movement. Together they convey the idea of people's movement, also movement for the people.

This project was mooted by Government of India in 1989 for assistance from Swedish International Development Agency (SIDA). After several appraisals and discussion LJ was approved in May, 1992. Funding for it is to come from SIDA, Government of India & Government of Rajasthan in the ratio 3:2:1. The current approval is for the first phase of 2 years, it being understood that if the project moves satisfactorily, SIDA and GOI will continue support for another 4 or 6 years.

LJ is a project for Education For All in Rajasthan (pop 43.8m) by the year 2000 through people's mobilisation and their participation. The project presupposes that creation of a people's movement would generate a stimulus for human development which, in turn, would contribute to a basic

Goals of LJ

- Universalisation of Primary Education, viewed as a composite programme of access to primary education for all children up to 14 years of age; universal participation till they complete the primary stage; and universal achievement at least of the minimum levels of learning.
- Provision of opportunities to maintain, use and upgrade their education, and provision of facilities for development of skills to all persons who are functionally literate and those who have received primary education.
- Creation of necessary structure, and setting in motion processes, which would empower women and make education an instrument of women's equality.
- Making necessary interventions and creation of circumstances to enable the "lower castes", most backward of the tribal people and other poorest sections of society, to move towards equal participation in basic education.
- Improving the content and process of education to better relate it to the environment, people's culture and with their working and living conditions.

socio-economic change. As regards adult literacy, however, it has been decided that this component will be implemented through the total literacy campaign strategy, adopted by India's National Literacy Mission and considered the

most satisfactory way to deal with the problem of illiteracy. LJ, therefore, concentrates on Primary Education (Class I to VIII, 6-14 age group) in respect of which Rajasthan is perhaps the country's most backward state.

While the overall goals of LJ are of wide-ranging nature (see box), emphasis in Phase I is to be laid on

- establishment of management system;
- initiation of activities for people's mobilisation;
- creation of a system of training and technical resource support;
- introduction of measures for improvement in the quality of primary education; and
- engendering a feeling of confidence among teachers and the people about the feasibility of LJ approach.

Strategies

As the very purpose of LJ is to empower people, particularly women, and to revitalise basic education from below, much stress is laid on the processes and strategies which are to govern planning and implementation of the project. The main strategies envisaged are as follows :



LJ Clientele

■ **People's participation** — to ask the village community to undertake micro-planning, provide assistance in ensuring that all children receive primary education, and to make basic education system accountable to it.

■ **Decentralisation** — to devolve decision-making powers at the block and village level in accordance with norms and guidelines laid down by LJP.

■ **Involvement of Teachers** — to take measures aimed at restoration of teachers' status and creation of professional pride among them and also to see that their organisations are involved in decision-making at all levels.

■ **Centrality to gender** — to view education as an intervention for women's equality and also to ensure that the gap in education between boys and girls is bridged.

■ **Training** — to give due importance to training of teachers with a view to changing their

attitude towards educational reform and to improve their skills; and also to provide training to village community to enable them to play the expected role.

■ **Improvement of Quality of Primary Education** — through improvement in teacher performance, provision of norm-based facilities and modifications in the content and processes of education.

■ **Evaluation** — viewed as a continuing and inbuilt activity in instructional process and management, in particular to ensure that they do not swerve away from the goals and strategies.

Programme Components

Priority in LJ is on UPE, viewed as (i) universal access for all children up to 14 years of age through school system as far as possible, and through alternate and complementary non-formal education programmes wherever necessary; (ii) universal participation of all children till they

complete primary education course, and their regular and active participation in the learning processes; and (iii) universal achievement of a level which should correspond as closely as feasible to the nationally accepted minimum levels of learning.

✓ For the achievement of these goals of primary education, programmes of early childhood care & education, women's development, non-formal education, and for the socially and educationally most disadvantaged groups are also envisaged. An effort will also be made to incorporate folk and traditional modes of learning in the instructional system, and to harness electronic media as well as appropriate teaching-learning aids. In addition, on an experimental basis in Phase I, diverse programmes of post-literacy, continuing education and skill development will be taken up for youth and women who have acquired literacy or have completed primary education.



Coverage

It would be naive to think that a mobilisation of the kind envisaged in this Project can move without difficulties. A systematic effort will have to be undertaken to inform and train all persons who can facilitate its implementation. It would be wise to make a beginning on a very limited scale, and not to try to expand the programme in the initial phase.

—Lok Jumbish Project Document

Phasing

LJ is to be implemented in phases. Phase I, which began in June, 1992, is of a 2-year duration. During this phase the programme is to be extended to 25 blocks and emphasis is to be laid on creation of management and other relevant structures, on testing the suitability of strategies and implementation design.

Although the project commenced only in June, 1992, five blocks where LJ was to be operationalised had been selected in the pre-project phase. A few activities were started from the beginning of the year 1991. Skeleton offices were set up in 3 blocks, some NGOs involved, contact teams constituted for a few villages, and

an expenditure of approximately Rs. 2.25 million incurred.

Information about 5 blocks

The first batch of LJ blocks were selected on the basis of their edu-

cational backwardness, availability of voluntary agencies, and geographical dispersal. Some relevant information in respect of these 5 blocks is given in the Table.



Migrant Children

Population and Number of Villages, Schools, NFE Centres and Teachers in First Batch of LJ

Name of Block with District	Total Pop. (1991)	Villages	Primary Schools	Upper Primary Schools	Shiksha Karmi Schools	NFE Centres	Teachers in Pr. Schl. & UP Schl.
Arain (Ajmer)	114,329	129	94	26	20	50	453
Pisangan (Ajmer)	173,098	114	131	37	13	49	619
Garhi (Banswara)	199,204	167	138	62	12	100	770
Kishanganj (Baran)	107,922	203	96	20	Nil	Nil	480
Loonkaransar (Bikaner)	161,237	127	141	28	13	100	448

Arain

BSG staff in Arain consists of two persons. They have taken up environment building work in 10 villages. Detailed survey of 20 villages has been undertaken. Members of core team have been identified and training imparted to them. BSG team, in consultation with local VAs has divided the block into 5 clusters and has taken responsibility for implementation of LJ in one of them.



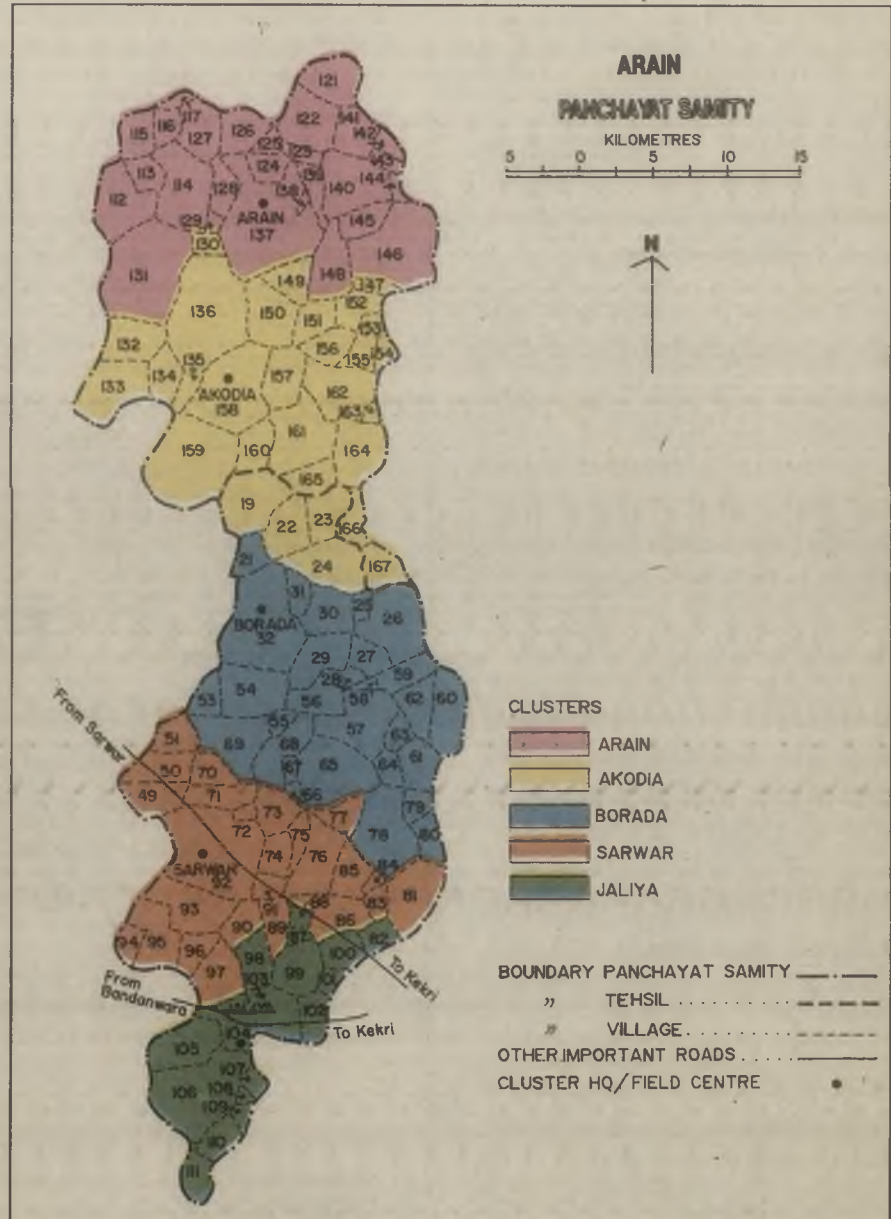
Project Director with school children

Ajmer Adult Education Association (AAEA) has taken responsibility for one of the clusters. AAEA was established in 1970. Its main work has been in areas of adult education, non-formal education and women's development. The Association has appointed staff for their cluster and have had them trained. It is running a District Resource Unit (for training of adult education and NFE workers) which will be helpful for their work in L.J.

The third cluster has been taken up by Social Work and Research Centre (SWRC), a VA enjoying excellent reputation. Set up in 1972, SWRC has been implementing a wide range of activities (see box in chapter on Training) and have good infrastructure. The workers of SWRC have undertaken a thorough survey of all the villages of its cluster and have started environment building activities. It has also earmarked necessary staff for field work.

Pisangan

Only one person has been appointed in this BSG. With the help



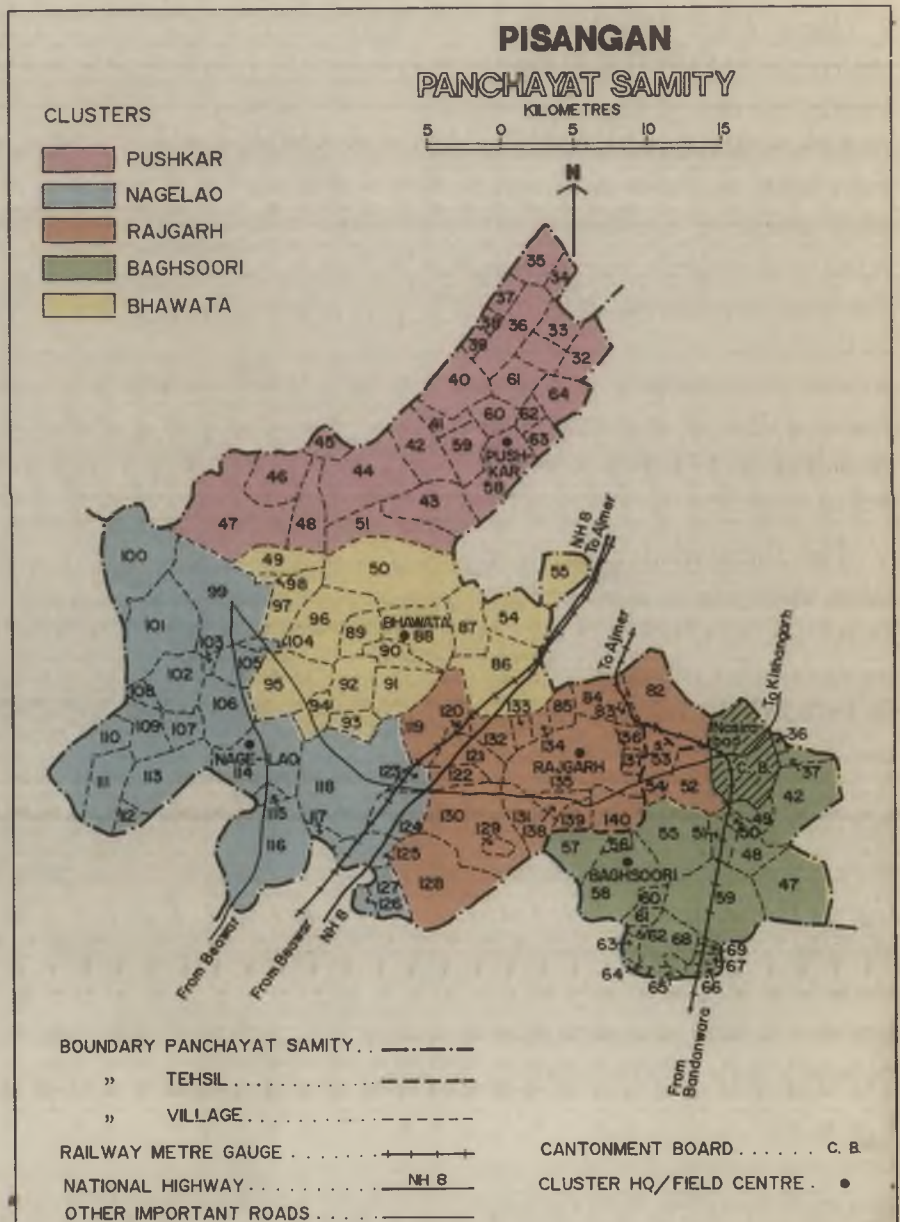
of AAEA, BSG had set up a number of village contact teams and initiated meetings in villages. After a good deal of discussion with AAEA, the block has been divided into 5 clusters. BSG will implement LJ in one cluster.

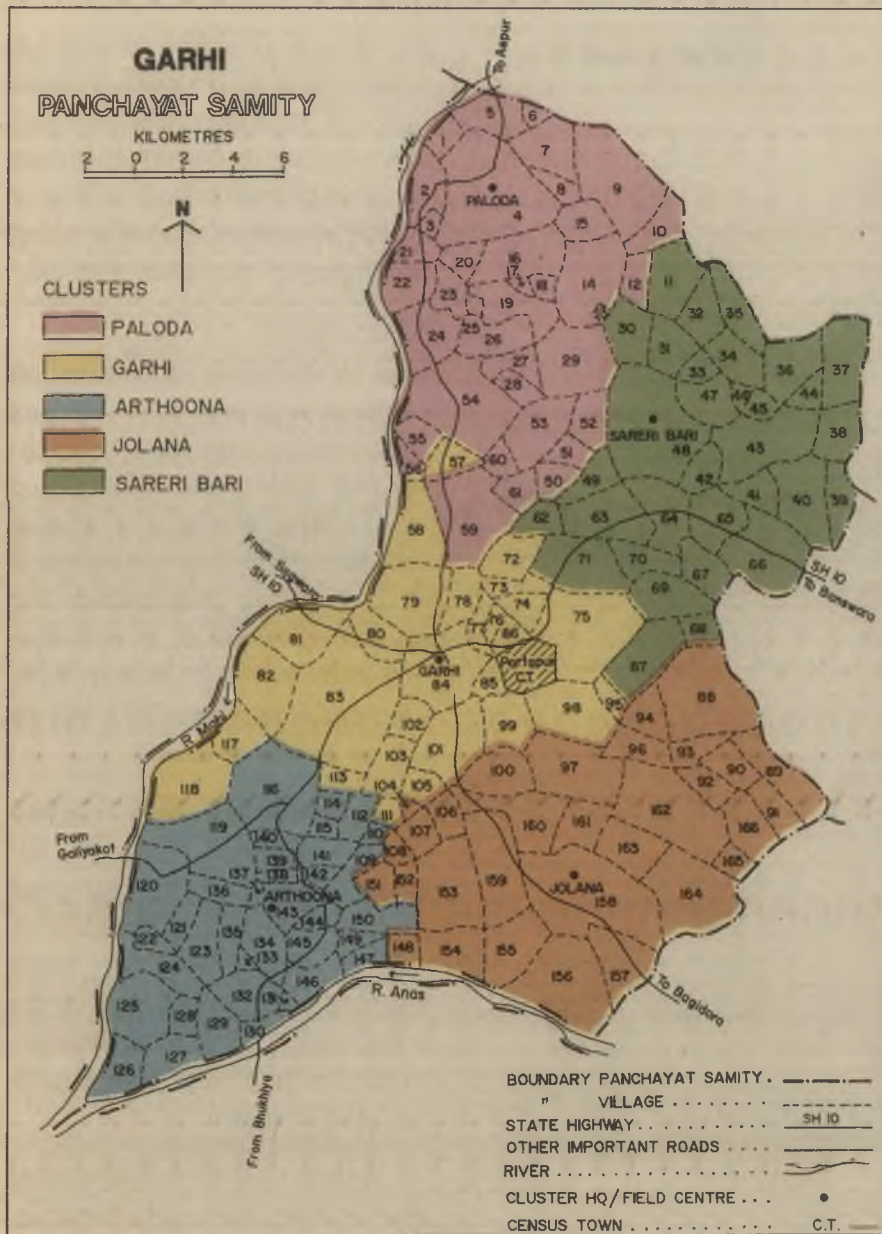
AAEA will take up one cluster in Pisangan block also. The Association has appointed staff and have had it trained. It has also created a communication unit with a good puppetry team. Its DRU will be helpful for training and other activities.

Rajasthan's Women's Development Programme has been acknowledged as a harbinger of awareness-oriented programmes for women. WDP is expected to take up a cluster for implementation of LJ, and to do so with special emphasis on women's and girls' education.

Garhi

The BSG team in Garhi block consists of two persons, one of them a woman. They have established contact with officials, VAs and activists. They have also

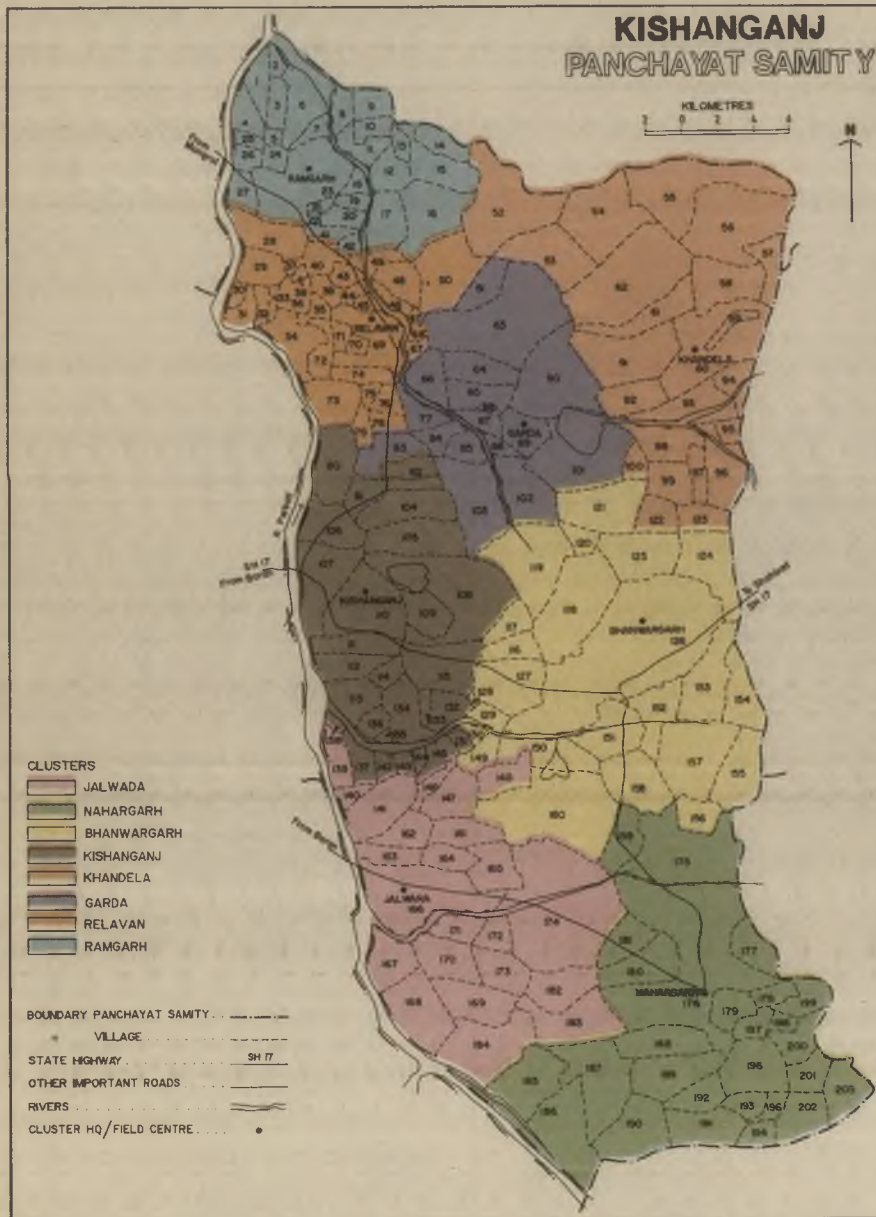




taken initiative in strengthening of the Shiksha Karmi programme and WDP. Several women have begun to associate themselves with BSG on a voluntary basis. In consultation with VAs and activists BSG has divided the block into 5 clusters. BSG has involved itself with Bharat Gyan Vigyan Jatha, a nation-wide mobilisation for literacy, science and environment. The BSG will also take up a cluster for LJ implementation.

One of the clusters has been taken up in Garhi block by ASSEFA, an all-India voluntary agency which has been working for the last several years in the areas of education, tribal development, social forestry, ground-water development, provision of drinking water, etc. The VA has started village contact work and has asked its staff engaged in other activities to take up LJ work also.

The third cluster is expected to be taken up by Swachha project This is a SIDA assisted project for eradication of guinea-worm and to provide potable drinking water in



all villages. BSG had convened a conference of all Swachha workers to which its Project Director had also come and he has agreed to take up LJ implementation in a cluster in such a manner that their drinking water project enmeshes with LJ.

Kishanganj

BSG in this block has created an impressive data bank. It has organised conferences with teachers and other persons interested in LJ. With the help of women activists, BSG has organised 2 short training programmes for Anganwadi workers. In consultation with local VAs, 8 clusters have been delineated and BSG will be taking up one of them.

Rajasthan Banwasi Kalyan Parishad (RBKP) which was established in 1977 has accepted responsibility to implement LJ in one cluster. RBKP has been working with commitment in the tribal areas of Rajasthan, mainly in the fields of education, health and employment.

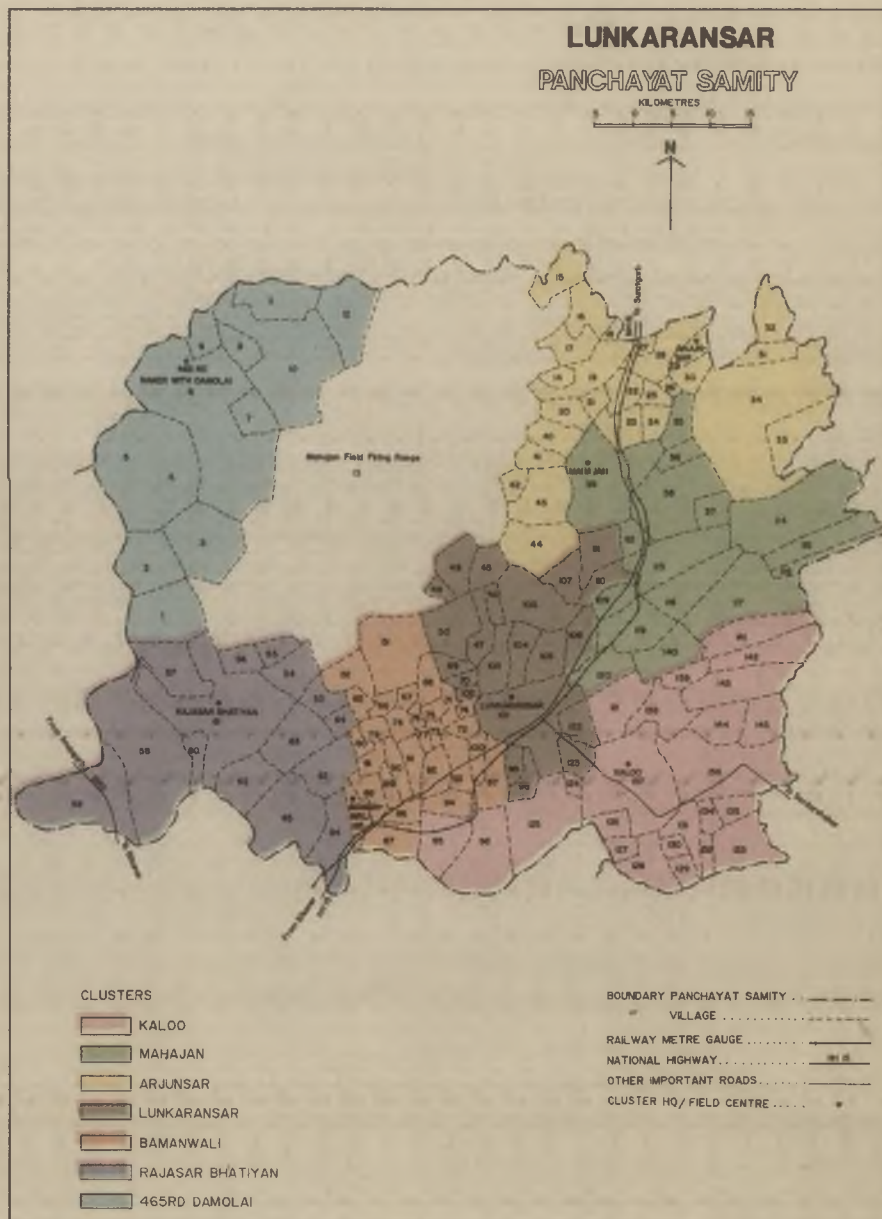
Another cluster in Kishanganj block will be taken up by Sankalp,

a VA which has been working among the Saharia tribals for the last 10 years. It has done remarkable work in the areas of education, housing, conscientization and strengthening of cooperative societies. It has a band of dedicated workers, and a team has been set up to take up responsibility in the cluster.

Loonkaransar

The BSG in this block has established good working relationship with the local VAs, teachers' organisations and persons in public life. A new women's group has been energised for involvement in LJ. The block has been divided into 7 clusters, one of which has also been taken up for implementation by the BSG.

Urmul Trust has taken up one of the clusters. This VA was set up in 1984 and has taken up a wide range of activities including education, health, Border Area Development Project, awareness building about environmental, social and gender issues, etc. It has set up village contact teams which



have been active in several villages. It has also undertaken a survey and has selected staff for LJ work.

The third cluster is being taken up by Bikaner Adult Education Association (BAEA). Established in 1965, it has done impressive work in areas of adult education and NFE. It has taken up a total literacy campaign in the entire Loonkaransar block and it plans to link its LJ work with this campaign. Large scale environment building work has been undertaken.

Phagi

The Central Government has assigned a micro-planning project to Vishakha, a voluntary agency, for implementation in Phagi block, on the assumption that this block will get subsumed in LJ project. Hence, although this block is not included in the 5 LJ blocks, developments there are being watched and shared in RPM and other fora. Vishakha is primarily a women's development group. It has set up a team of able and experienced

workers and has established a field centre. Although, its work so far is confined to a small number of villages the initiatives taken are innovative and relevant to the LJ approach.

Additional Blocks

Selection of additional blocks is being examined by the State Government and LJP. It is expected that 10 blocks will be indicated before the end of December and an additional 10 before June, 1993. Phase I is intended to be confined to that numbers, viz 25 blocks.

Creating a Management System

Lok Jumbish is also a design of administration of education which will enable people to manage and, where necessary, modify the delivery system. This is in contrast to a centrally designed, hierarchically controlled, tradition governed system, with in-built inflexibility, which eliminates the weaker sections of society from receiving effective access to the opportunities which can improve their lot.

—Lok Jumbish Project Document

Autonomous Society

Lok Jumbish Parishad (LJP) was registered on 18 May, 1992, as an independent and autonomous society under the Rajasthan Societies Registration Act, 1958. Under the Articles of Association and the Rules, LJP has full powers for creation of staff positions and making appointment to them, as well as to approve budget and incur all expenditure in accordance with it. LJP also has powers to frame regulations and bye-laws to govern its work.

The Society comprises a General Council of which the Chief Minister of the State of Rajasthan

is the President and an Executive Committee, the Chairman of which is Shri Anil Bordia, an experienced educational administrator. The functions of the General Council are mainly to approve the annual budget, undertake a review of the working of the project and to lay down policy guidelines. The Executive Committee has all the administrative and financial powers. Its membership includes representatives of Central and State Governments, and of teachers' organisations, and persons drawn from voluntary agencies, women's development programmes and ac-

tivists working for uplift of the most disadvantaged sections of society. In its first meeting held on 18 July, 1992, the Executive Committee decided that it would meet every alternate month.

State Level Set-up

Dr. B. Sekhar was appointed by Government of Rajasthan as the Project Director on 20 August, 1992. He belongs to the Indian Administrative Service. He is assisted by (i) Financial Advisor drawn from Rajasthan Accounts Service; (ii) Deputy Director who belongs to the Rajasthan Administrative Service; (iii) Coordinator,



The Lok Jumbish Team 1992



Women's Development, a university level teacher; and (iv) & (v) two Assistant Directors drawn from the State Education Department. The LJP team is lean and competent, and committed to the goals and strategies of LJ. There are 14 support staff. It is proposed to appoint up to 4 additional professional staff, depending on suitable persons becoming available.

Systematic effort is being made to keep the State level organisation as small as possible. Help of qualified individuals and organisations is being taken to

share responsibilities. A distinguished civil engineer working in the Government of Rajasthan is assisting in the buildings development programme and a former Unesco expert in work relating to bench-mark survey. As mentioned elsewhere, support for teacher training is being provided by four reputed NGOs; negotiations are afoot with a firm of computers to assist in computerisation of office procedures, creation of data support system and MIS; and NIEPA is helping in training of field staff in micro-planning and school mapping. Steps have been taken, in cooperation with Unicef and State Government's Department of Women and Child Development, to establish an NGO to assist LJP in ECCE. Close liaison has been established with the organisations responsible for WDP, SKP, ICDS, Swachha, etc. so that LJP may work synergically with these projects.

A 2-day Review and Planning Meeting (RPM) takes place every alternate month (2 weeks before

the meeting of the Executive Committee). The purpose of RPM is :

- to undertake review of the progress of the project, particularly the processes and strategies adopted;
- to involve teachers' organisations, voluntary agencies, academic institutions, etc. in the management of LJP;
- to work out the parameters of various programme undertakings in consultation with concerned persons; and
- to provide orientation to LJP personnel at the state and block levels.

A summary record of the deliberations of RPM is presented to the Executive Committee. The experience of the meetings held so far shows that RPM can serve as a useful means for democratic decision-making.

Block Level

Block Steering Groups (BSG) have been created in each of the

5 blocks, although it has been possible to appoint only one professional in 3 of them. The decision to fill most of the positions on deputation basis has caused delay in filling up of staff positions. BSG officers are located in the Panchayat Samiti campus.

Contact meetings, aimed at dissemination of LJ approach and involvement of a wide range of persons, have taken place in all the five blocks. The participants in these meetings were mainly teachers, educationists, and people connected with *Panchayati Raj* institutions. The overall response of all these sections has been positive. *Panchayati Raj* institutions have been in abeyance in Rajasthan since June 20, 1991. No Memorandum of Understanding has, therefore, been entered into, nor have consultations taken place with local level political leaders or elected representative. In the absence of *Panchayati Raj* institutions it has also not been possible to set up *Khand Stariya Shiksha Prabandhan Samiti* (Block Level Management Com-

The organisational manifestation of Lok Jumbish will be the Village Education Committee.

mittee - KSPS). Unless election to *Panchayati Raj* bodies take place soon, it may become necessary to proceed with constitutions of KSPS on an ad hoc basis.

As stated in Chapter 2 and 5, each of the 5 blocks have been divided into clusters and NGOs have been involved to take up environment building and micro-planning activities, including establishment of VECs. A good deal of attention of the state level staff and BSG has been devoted to identification and reorientation of NGOs to develop processes which may lead to effective partnership with them. For, just as at the State level, the effort at the block level, too, is to keep the LJ management structure as lean as possible and to coopt into LJ persons and organisations who can share responsibility.

Village Level

The process which will result in the establishment of village education committees (VEC) is afoot. In some clusters, surveys have taken place, 3-4 activists identified in each village and training provided to them, and folk media used to create an understanding of, and enthusiasms for, LJ. Help is being taken of sathins of WDP, shiksha karmis, anganwadi workers of ICDS, animators of Swachha, etc. in selecting men and women who could serve as members of VECs. Field Centres are being set up and staff selected for them so that a training facility and support system becomes available. Actual establishment of VECs on a large scale will, however, be a gradual process and may take several weeks to materialise.

LOK JUMBISH MANAGEMENT STRUCTURE

People's Participation

Executive

Technical Resource Support

State Level

Gen. Council
Review & Plg. Meeting

Executive Committee
Chairman
Project Director

— S.I.E.R.T.
— R.S.T.B.
— Sandhan
— R.A.E.A.
— S.W.R.C.

Field Progr.	Bldg. Con. and Sch. Equip.	Women's Dev., Child Dev. & Pre-Pr. Edu.	NFE & Post-Lit. and Cont. Edu.	Communication, Cul. & ET	Trg. and Content & Process of Edu.	Adm., Fin. & Mon.
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District Level

Zila Parishad

District Co-ordinator

DIET
DRU

Block Level

Panchayat Samiti

Block Management Com.
Block Steering Group

Block Resource Unit

Cluster Level

Mandal Samiti

Mobilizing Agency

Field Centre

Village Level

VEC	VEC	VEC	VEC	VEC	VEC	VEC
Pr. School NFEC	Pr. School NFEC	Pr. School NFEC	Pr. School NFEC	Pr. School NFEC	Pr. School NFEC	Pr. School NFEC

Establishing Partnerships

An expectation from the management system in LJ would be that it should create conditions for securing the cooperation of teachers and their organisations, NGOs, Panchayati Raj institutions, and others whose involvement is crucial for the implementation of LJ.

— LJ Action Plan 1992-94

Difficult Choice of Strategy

At the very beginning of its work, LJ had difficult choices to make. It was faced with a situation in which the primary education system had functioned at a low level of efficiency. The administrative apparatus had been fragmented – there being separate structures for primary schools (Class I-V), for upper primary schools (Class VI to VIII), for NFE, for Shiksha Karmi Project, etc. It was inadequate – in terms of size, motivation and competence. While some panchayat samities have done well, on the whole their administration was marked by indifference towards educational

standards and capriciousness towards teachers. Teachers' organisations had been uninvolved in educational management and teachers' motivation low and their professional training archaic. Institutions of educational research and training as well as those responsible for curriculum and textbooks had not had a record they could be proud of.

And yet, in the long run reliance has to be placed on this system : on the administrative structures to supply and service personnel and facilities; on the panchayati raj to bring education closer to people's aspirations; on institutions concerned with content and processes of education to

upgrade and maintain standards, and, above all, on teachers to impart instruction in a manner, and of a standard, that the people expect and deserve. LJ, therefore, decided to build partnership with new institutions and organisations to explore feasible ways of achieving the LJ goals, while at the same time cooperating with the State Government to review the role and pattern of existing structures and institutions. Steps had to be taken soon to ensure that over a period of time symbiotic confluence is created between the reorganised administrative structures and institutions and the new processes and organisations harnessed by LJP in the interim.



IDS, SANDHAN, SK & LJ Personnel in workshop to review SKP.

The Partners

Effort has been made to establish partnership-oriented alliance with five categories of organisations and government programmes :

Cadre-based Government Programmes

Close cooperation is being established with the following programmes which are of large size and have considerable scope of close relationship with LJ :

■ **WDP** – A study was undertaken on WDP – LJ interface by Institute of Development Studies, Jaipur¹. In a meeting between LJP and the officials responsible for WDP it has been agreed that WDP activists would help LJ in mobilisation in the field and in organisation of training of mahila samooch, and WDP would have no objection if some of its functionaries wanted to work for LJ. In due course WDP may also take responsibility for micro-planning activities in some clusters.

1. WDP-LJ Interface, IDS, Jaipur, 1991.

■ **SKP** – A study of SKP-LJ interface has been done by NIEPA². SK Board has agreed that SKP should be taken up on a large scale in every block covered under LJP. SKs will also assist in popular mobilisation and in training of VEC members. LJP and SKB will work closely to improve NFE programme in both.

■ **Swachha** – This project has been taken up in South Rajasthan for eradication of guinea-worm and provision of safe drinking water. It is implemented in the field through highly trained cadres of women (and some men) called Animators and Scouts. It has been decided that LJ and Swachha will work closely in the blocks where both the programmes are being implemented. Swachha may also take responsibility for micro-planning in one cluster.

■ **ICDS** – Strengthening of this programme, and its linkage with primary education could greatly contribute to the latter's improvement. This is, however, a mam-

moth task and would require determined effort by all concerned. To begin with two short training programmes of Anganwadi workers have been organised by LJP staff in one block and steps initiated for setting up a child development resource centre.

Technical Resource Agencies

The role which can be played by Sandhan, Eklavya, SWRC and Allarippu in teacher training has been referred to in the relevant section. Sandhan and Eklavya would also be involved in the re-examination of primary level curriculum and in revision of textbooks and other learning materials. Allarippu has agreed to train troupes of Kala Jatha which will help in environment building and peoples' involvement. This organisation may also introduce, on an experimental basis, children's school integration programmes, which can help girls and children from families which are kept segregated in the rural areas, such as saharias, kanjars, chamars, etc. SWRC might pro-

vide a range of services, including installation of solar-powered lights for night schools, training in silk-screen printing, training of theatre troupes, etc.

Some other promising initiatives have also been made. To provide technical resource support to ECCE, an NGO is being established in cooperation with Unicef and the State Department of Women & Child Development. NIEPA has evinced interest in developing training designs for some technical aspects, such as micro-planning and school mapping, incorporation of the parameters of minimum levels of learning in the instructional system, summative evaluation, etc. Preliminary exchange of views has also taken place with IDS(J), NCERT, NIAE, etc. The State Government is fully involving LJP in the reorganisation of SIERT, DIETs and RSTB etc.

Voluntary Agencies (VAs)

Much of the implementation of LJ in the field is to be done by VAs. As mentioned in Section 2, each of the LJ blocks is divided into

2. SKP-LJ Interface, NIEPA, New Delhi, 1992.

clusters and a wide range of responsibilities is entrusted to a VA in a cluster. A number of steps, including the following have been taken to orient the VAs to enable them to play a genuinely partnership role in LJ :

- periodic discussion with their management and workers;
- involvement in RPMs and other meetings in LJP;
- inclusion of their workers in training programmes run by LJP; and
- their involvement in management of LJP at all levels.

Already 12 VAs have been associated with the implementation of LJ at the block level in the first batch of 5 blocks. In the blocks where there are not enough VAs, effort is being made to bring together a group of committed individuals and to start a group which may in due course take the shape of a VA. One of the task before LJP is to sustain and deepen the commitment of VAs and to enable

them to function to an optimal level, and with autonomy.

Mass and Representative Organisations

For LJ, the most important mass and representative organisations are the teachers' associations. LJ believes that restoration of dignity and status of teachers is a precondition of educational transformation, and also that representative organisations of teachers must be involved in the planning and management of LJ at all levels. In conformity with this postulate, meetings have been

held with teachers and their organisations at the block, district and State levels and they have also been involved in the decision-making fora. Teachers' organisations have also risen to enthusiasm for the partnership role to be played by them.

The other important representative organisations are the panchayati raj institutions. In the pre-project phase, meetings were organised with persons connected with these institutions. However, panchayati raj institutions have been in a state of abeyance since



Conference with teachers' representatives

20 June, 1992 and hence not much headway has been made in involving them.

Specialist Agencies

A typical example of specialist agencies is the firms or NGOs of vernacular architecture. The R&D approach, with emphasis on peoples' participation, has been adopted in LJ. This implies that help should be taken of people who are innovative, and who can take up well-defined projects in a spirit of experimentation, which are documented for emulation, study and verification. Some details regarding the three groups involved in this component of LJ have been given in Section VII. It would be necessary to examine whether the procedures and processes adopted in this behalf are appropriate, and the manner in which those are to be reinforced and strengthened. It would also be necessary to keep in mind that eventually this experimental approach will have to be linked with the system of the State Government which is responsible for rural works programmes.

Negotiations have also been held with proficient communications agency for making training films and a reputed computer company to assist in evolving DSS and MIS. National Institute of Design, Ahmedabad and the Industrial Design Centre of IIT Bombay have evinced interest in development of learning aids and in textbook design.

A Word of Caution

While involvement of such a wide range of institutions and organisations can impart strength and vitality to LJ, it is not free from risks and difficulties. Dealing with these agencies requires patience and consideration which are often alien to governmental systems, and effort will have to be made to ensure that staff in LJP, at all levels, has the necessary sensitivity to deal with them. There is also the question of creation of some sensitive control mechanism to prevent misuse of autonomy and flexibility, and to ensure that these agencies deliver what they undertake to do, and

within the given time-frame. Then, there is also the question of their relationship with the extant departments, organisations and institutions of government – to see that they are viewed and accepted as complementary. In the long run, it would also be necessary to facilitate absorption of processes and methods of work which are accepted as valid and feasible.

Operationalisation in the Blocks

A block would be the unit for operationalisation of LJ... Activities would be taken up in a block in phases. A beginning would be made with a cluster of 20-25 villages in a compact and contiguous area.

— LJ Action Plan 1992-94

Formulation of a Strategy

LJ implementation at the block level was the principal subject of discussion in the Review and Planning Meeting (RPM) and in the meeting of the Executive Committee (EC) held in September 1992. Officials of the State Government, persons drawn from VAs, LJP personnel and other concerned persons went into considerable detail to delineate the parameters of the strategy of block level implementation. The document was also discussed by the field workers and teachers for the following two months and again in the RPM and EC in their November meetings¹.



Discussions with Teachers' Group

1. Block Level Implementation of LJ (BLI), LJP, November 1992. (Draft)

Block Steering Group (BSG) and Cluster Formation

As envisaged in BLI, BSG has been set up in all the 5 blocks. They have also set up their offices and have appointed the essential office staff.

Cluster formation has also been done in each of the five blocks. All the basic education activities as indicated below are to be planned in an integrated manner :

- ECCE
- Primary Schools
- Upper Primary Schools
- NFE
- Shiksha Karmi Schools and Prahar Shalas
- Post Literacy and Continuing Education.

Sequences of Activities in a Cluster

Beginning is to be made by creation of environment. This would involve holding of conventions of teachers, meetings of Gram Sabha

and *panchayati raj* personnel, *Kala Jathas*, posters, group contacts, etc. Simultaneously, a Core Team of 3-4 animators (a couple of women and a couple of men) known for their interest in education and well-being of the village is to be identified. This Core Team will receive training which would, among other things, include techniques of school mapping. As soon as possible, in co-operation with the teachers and *panchayati raj* personnel, the Core Team will undertake preliminary school mapping exercise. This exercise will involve improvement of the

existing facilities and provision of additional ones with a view to ensuring that all children secure access to primary education. After environment building activities have been taken up and the Core Team becomes active, stage would be ripe for formation of VEC and *Mahila Samooh* (MS). An MS is envisaged as a group of 7 to 8 women in each village who would tenaciously work for girls' education, form an active group within VEC, and would also interest themselves in other women's development activities. Establishment of VEC should be preceded



Discussions with Core Team Members in a remote rural area

by due preparation. Apart from formation of MS, this preparation would comprise creation by the Core Team of a supportive group, orientation of at least a couple of teachers, and training of all the members of VEC. The total membership of VEC could be of about 25. Its principal function is micro-planning, which comprises ensuring that the existing basic education facilities work properly, assistance is provided in ensuring that all children attend school or NFE centre regularly, and to review and monitor the progress of UPE.

Mobilising Agency (MA)

MA's are to be the principal partners in implementation of LJ in a cluster. Any agency which has commitment to LJ goals and processes, and the internal functioning of which allows flexibility and autonomy, can function as an MA. Preference is to be given to VAs, but selected NYKs, DWDAs, teachers' associations, organisations of SKs, Swachha project etc. could also be considered as MAs, provided that they possess the necessary commitment to LJ. The main responsibilities of MAs are as follows :

- Environment building and informing the village community about LJ;
- Identification and training of Core Teams;
- Assistance in school mapping;
- Securing approval for facilities proposed in school mapping;
- Establishment of FC and assistance to it in its work;
- Providing a support base to VECs and *mahila samoohs*; and
- Monitoring of LJ in a sensitive and informal manner.

Implementation in Blocks and Clusters which have no MAs

There may be some blocks, and several clusters, which do not have any suitable agency to serve as MA. The responsibility for implementation of LJ in these blocks and clusters will rest with BSG. In such blocks and clusters reliance may be placed on cadres of WDP, SKP, Swachha, Youth Clubs, *mahila mandals*, anganwadi workers, etc. In blocks and clusters which have no MAs and



Environmental Building — BGVS jatha at Garhi

not sufficient cadres either, the responsibility will have to be taken by BSG, which would try to institute projects for cadre preparation and may even initiate, with the help of good VAs, steps for establishment of new VAs.

Training and Establishment of Field Centres (FC)

Reference has been made elsewhere about training of teachers. While teacher training will, naturally, receive attention, stress is also being laid on developing a training system for the core teams, *mahila samoohs*, members of VECs, etc. At the initial stages, training will be organised with the help of MA, DRU and improvised training teams. As soon as possible, BSG and MA would take steps for establishment of an FC. The functions of FC would be :

- to provide institutional base to MA and Core Teams;
- to organise training of *mahila samooh* and VEC members;



Deputy Director Bajrang Lal holding discussions with Mobilising Agencies

- to provide support to VEC – it being understood that an FC staff member will attend as many of these meetings as possible;
- to provide a base for women's development activities; and
- to serve as a resource centre, a meeting place, for NFE workers and SKs, and gradually also for teachers.

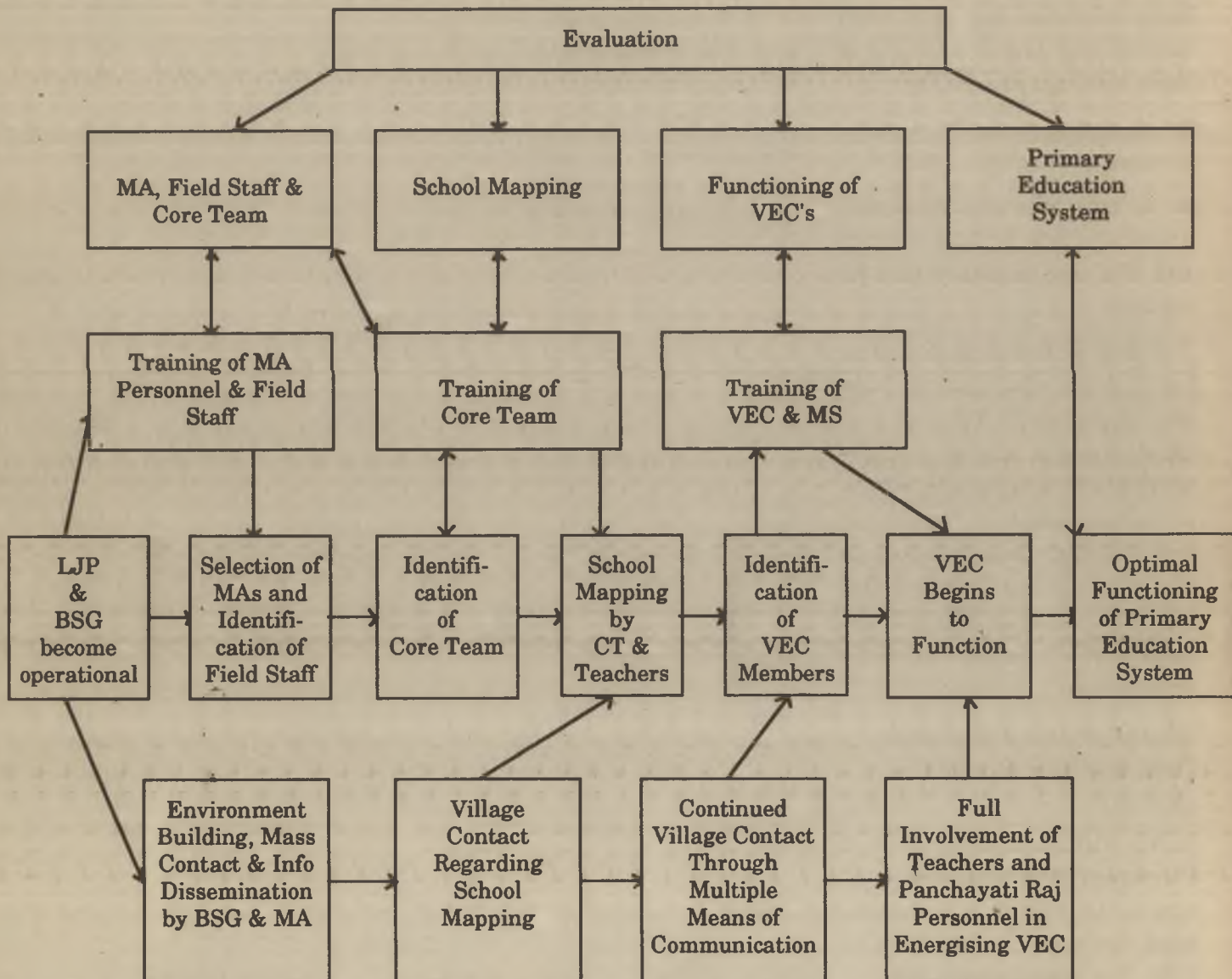
There will be a small building for FC which should also provide accommodation for FC staff. Emphasis is laid on training methods which build on experience of participants, adopt participatory modes and have enough scope and materials to enhance communication and creative expression. Recurrent training is also emphasised.

Khand-stariya Shiksha Prabandhan Samiti (KSPS)

KSPS will be a committee of Panchayat Samiti but will function in accordance with norms, rules, bye-laws, etc. laid down by LJP. The constitution, powers,

functions and procedures of work of KSPS will also be laid down by LJP. The membership of KSPS will include members of *panchayat samiti*, representatives of teachers' associations, nominees of LJP, etc. KSPS will have all powers for implementation of LJ in the block.

Operation at Block Level - Systems Representation



Teacher Training

The quality of educational transactions depends on the competence of the teacher. Enhancement of these competencies is a precondition of educational improvement ... This is an area in which there are few success stories, and numberless instances of resort to short-cuts. A failure on this score could jeopardise many of the critical aspects of Lok Jumbish.

— Lok Jumbish Project Document

Programme Logistics

In-depth reflection and study of the existing training systems and facilities was undertaken in the first quarter after commencement of LJ (i.e. July-Sept., 1992) Three conclusions were reached :

■ The task is stupendous and complex; in the long run there is no alternative to revitalisation of SIERT and DIETs.

■ In phase I the emphasis should be on creating an improvised but decentralised, system which would integrate with the revitalised institutional system.

Assistance of organisations which have infrastructure or rich experience in training, such as 'Sandhan', 'Eklavya' and 'S.W.R.C.' should be taken.

Initial programmes of re-training of teachers should enable teachers to analyse the present situation in primary education, commit themselves to LJ goals, and restore their self-esteem. Substantial programme for enhancing their professional and scholastic competence should be organised every year, along with arrangements for frequent meetings, if possible every alternate month.



Learning material developed with twigs, leaves and flowers

Institutional Revamp

Keeping in view the demand which LJ will make on the system of teacher training, Government of Rajasthan is taking steps for revitalization of SIERT and DIETs. Organisational reform, modifications in staff recruitment procedures, re-examination of training methods, and larger allocation of funds are being considered. The State Government, its Directorate of Education and LJP will work in liaison to formulate a comprehensive plan for a complete revamp of the existing institutions within a timeframe.

Harnessing Resource Institutions

LJ has held discussions with Eklavya, Sandhan, and Allarippu. Eklavya has identified a team of experienced teacher educators who will assist LJ in teacher training programmes. Sandhan will take much of the responsibility for training of master trainers, monitoring of coverage and quality of training.

Profile of Resource Institutions

ALLARIPPU is an association of artists and activists interested in education. It came into existence in 1982. For nearly 5 years it has conducted a significant project called 'Theatre in Education' and has contributed in training of personnel in Mahila Samakhya project of central government and also in National Literacy Mission. It has a strong communication group which brings out an important bulletin called Jharokha meant for neo-literates and field level women's development activists.

EKLAVYA was established at Bhopal (State of Madhya Pradesh) in 1978 for taking up a large science education project. The project now extends to over 700 primary schools, involving 2500 teachers. Eklavya publishes an excellent monthly journal on children's science and has a faculty of about 50. The Eklavya project attempts to teach science with an environmental orientation, built around activities and discovery method. In recent years Eklavya has extended its interest to teaching of language and social science.

SANDHAN (also called Centre for study of Education and Development) was started in 1983. Since the last 5 years it is providing teacher training resource support to Shiksha Karmi Project, also funded by SIDA. Under SKP village youth with modest educational qualifications, selected as substitutes for teachers, are trained every year for 57 days by a strong team of master trainers. Evaluation has shown that this training of SKs resulted in enhanced motivation and inculcation of skills and competencies which enable them to teach in regular schools. Sandhan has faculty of about 12 and more than 240 master trainers.

SWRC located in a village in Ajmer district is an internationally recognised voluntary agency. Established in 1973, it has taken up programmes of non-formal education, transfer of technology, development of handicrafts, women's development, rural communication, health-care, etc. Inculcation of self-reliance through training and organisation of the rural people has been an important strategy in SWRC's work. The institution has a large, well-managed campus, with all facilities for conduct of training courses.

Allarippu will depute experts in the use of theatre and role-play in training and classroom instruction. A contract has been established with SWRC to set up a teacher training facility on its campus.

Towards Creation of a Training System

After wide-ranging consultations, a decision was taken to decentralise the training system at the block level, implying that the block should have sufficient number of teacher educators (master trainers) to conduct training of all the primary school teachers once every year (during summer vacation). It was also considered necessary to test the validity of various assumptions made in the teacher training design. The main assumptions being :

- that locally selected master trainers would be able to organise satisfactory training;
- that it is possible, by short intensive training, to create an

Activity centred master trainers' training



Puzzles



Physical Activities



Origami

ambience in which teachers will reflect and introspect about the present situation, which would enable them to explore the possibility of change in this situation; and

■ that this enormous task of management of training is within the competence of LJP and BSG.

With a view to moving with caution, it was decided to confine the training programmes to the existing 5 blocks, making a beginning with only 2, namely Garhi in Banswara district (770 teachers), and Pisangan in Ajmer district (619 teachers). Talented teachers were selected on the advice of the present and past headmasters to create a band of committed teacher educators and a resource team for their training was hand-picked from Eklavya, Sandhan, Allarippu and LJP. The training of teacher educator has been completed during 15 Oct. to 21 Oct., 1992. The feed-back received from

these training programmes gives confidence regarding the training methods and design.

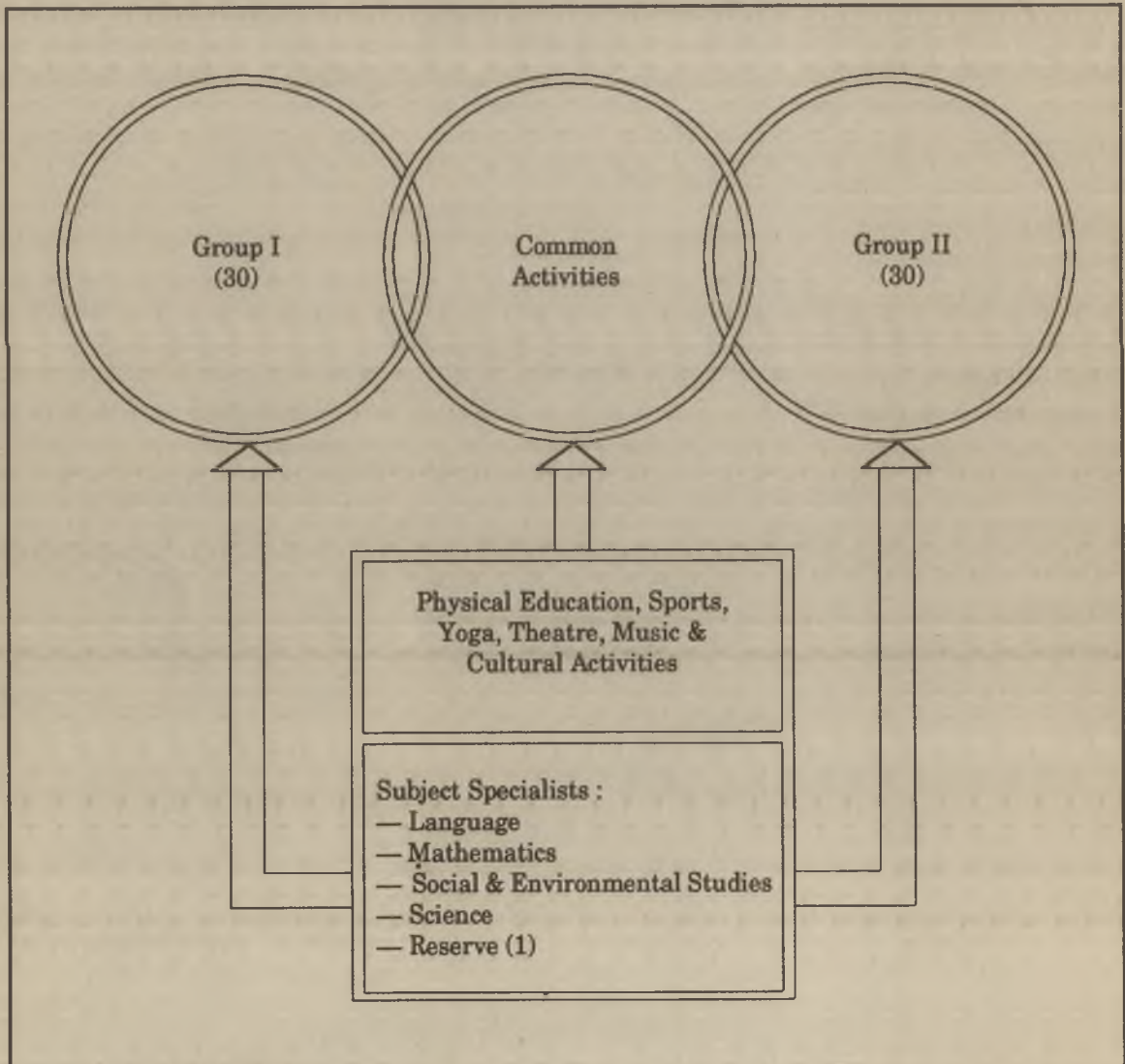
The teacher educators have been asked to organise training of all primary teachers of the block concerned during the coming summer vacation. Training of two batches of 30 each is to be organised simultaneously, with a common faculty of teacher educators. A meticulous schedule has been set out to prepare for each training programme and to ensure that resource persons, teacher educators and primary teachers are given assignments and interactive opportunity in the intervening periods. Training programmes for the remaining 3 blocks have similarly been planned out.

Schedule of Teacher Training for Garhi and Pisangan Blocks

15-16 Oct.	:	Planning workshop of resource persons for training of block teacher educators.
17-21 Oct.	:	Training of block teacher educators.
28-29 Nov.	:	Workshop of block teacher educators.
23-24 Dec.	:	Planning workshop of block teacher educators for training of 60 primary teachers.
25 Dec. to 4 Jan. '93	:	Training of all primary teachers at several centres – 60 teachers at each centre.
Feb. last week	:	Workshops with primary teachers at several centres.
Mid May to Mid June	:	21 day training of primary teachers.
End August	:	2 day workshop of primary teachers.
Mid Oct.	:	2 day workshop of primary teachers.
End Dec.	:	2 day workshop of primary teachers.
End Feb.	:	2 day workshop of primary teachers.
Mid Oct.	:	Five day refresher workshop of block teacher educators.
May-June	:	Second 21 day training of primary teachers.

And similar schedule for each year.

Simultaneous Training of 2 Groups with Common Faculty of Teacher Educators



Buildings Development

The programme of construction will be taken up through a R&D process. The objective of R&D would be to make a beginning in qualitative improvement of school buildings and the school environment, to reduce construction costs; and to utilise local materials and technology.

— LJ Action Plan 1992-94

The buildings development programme in LJ is as crucial as it is complex. The design of the existing buildings is stereotyped and, generally speaking, not suitable for a learning centre. Buildings are almost always insufficient for the needs, lacking in basic amenities such as toilets and drinking water, and they are in need of considerable repair. Implementation of LJ will necessitate not only prompt repair of existing buildings, but also their extension and putting up of new structures. Attention to buildings development was, therefore, a matter of priority.

Logistics

Two decisions of importance were taken within a few weeks after the commencement of the project

in June 1992. Firstly, it was decided that the responsibility in the sphere of buildings development should be shouldered



School under the tree

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by a specialist who was respected for his integrity, innovativeness, and technical competence; and, secondly, that rather than creating units of architects and civil engineers at the state and block levels in LJP, help should be taken of firms and NGOs of architects with a commitment to social development.

Shri P. K. Lauria, who has served the Government of Rajasthan with distinction in various capacities, including Housing Commissioner, Chairman and Managing Director, Rajasthan Bridge Corporation and Chief Engineer of Buildings and Roads Department, and who is working at present as Secretary to the State Government has been functioning as Advisor for the buildings development programme. In addition, Professor Himanshu Chhaya of School of Planning and Architecture, New Delhi, has been advising about the suitability of architects' firms and NGOs for association in LJ.

Dilapidated schools



Architects involved

After necessary screening the following have been assigned responsibility :

■ Society for People, Environment Integrated Development (SPEID) : Loonkaransar Block. (Principal architect : Professor H. D. Chhaya)

■ Group for Relevant Architecture and Appropriate Methods (GRAAM) : Garhi Block, (Principal architect : Shri Neeraj Manchanda)

■ Design, Architecture and Associated Technologies (DAAT): Kishanganj Block. (Principal architect : Shri Sanjay Prakash)

Design and Construction Process

Each architect is to set up a unit in the block assigned to him. They would be provided a detailed survey of existing buildings and they would address themselves first to the repair of these buildings. Simultaneously, they would take up a programme of construction of some critical buildings, such as

Profile of Architects

H. D. Chhaya

- Taught at Indian Institute of Technology, Karagapur (1961-73).
- Joined SPA in 1973.
- Professor at SPA since 1983.
- Keenly interested in vernacular architecture.
- Has initiated a large number of students in architecture based on appropriate technology.
- Has coordinated SPA support to Education Ministry's Operation Blackboard.
- Has prepared, at the request of Education Ministry, a project for SPA Resource Centre for School Buildings.

Neeraj Manchanda

- SPA graduate, 1985.
- Worked in Development Alternatives, 1985-89.
- Involved with construction of houses for workers, Mahila Sangh building under WDP, Rajasthan; Anganwadis in UP and community buildings in J&K.
- Established GRAAM in 1990.

Sanjay Prakash

- SPA graduate, 1982.
- Taught at IIT Delhi 1982 & 1983.
- Interested in vernacular architecture, management of construction, indigenous skill development, etc.
- Influenced by the philosophy of Sri Aurobindo.
- Established DAAT and Team for Environmental Research, Resources and Architecture (TERRA).

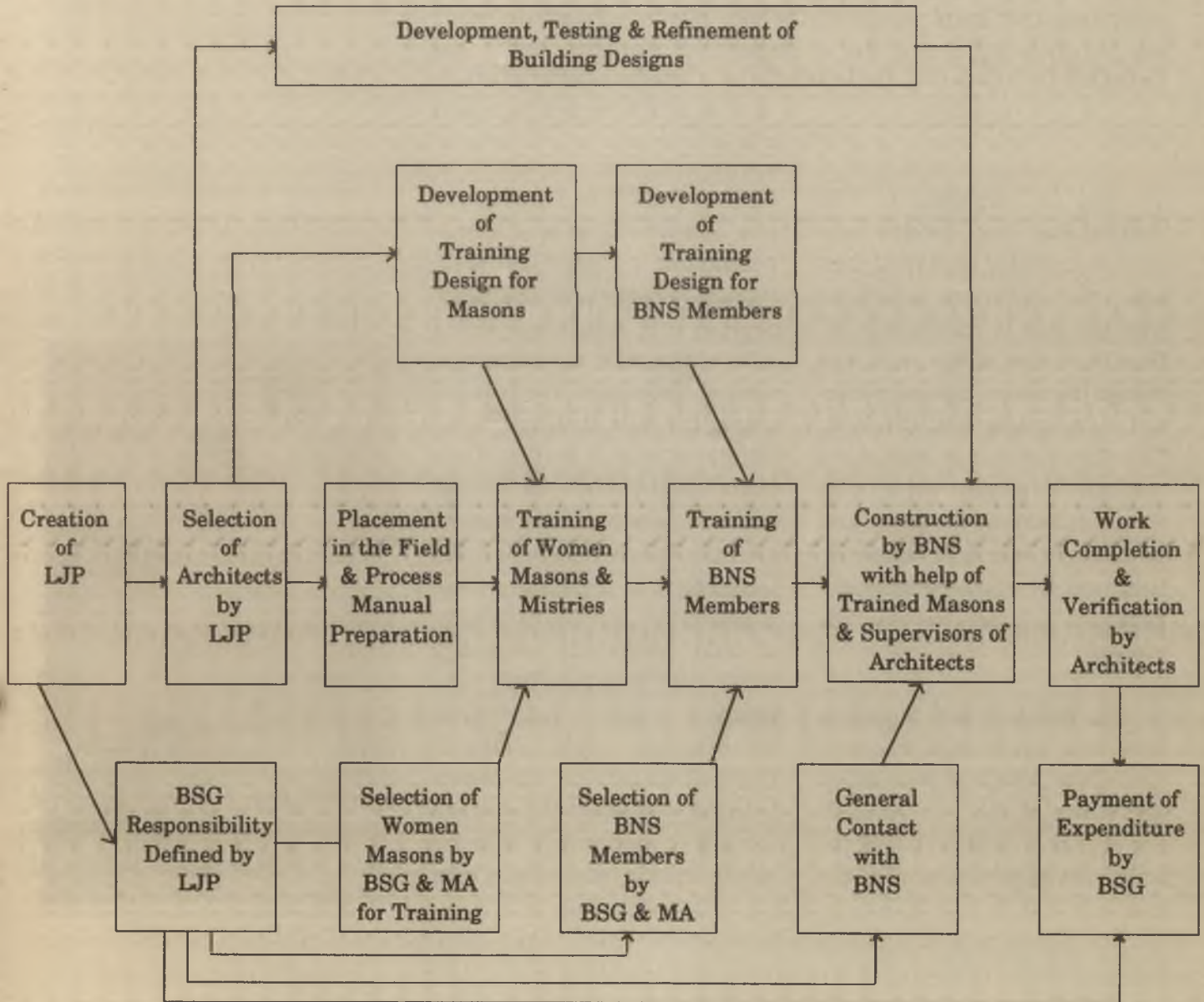
Field Centres, around which they would also take up training of women masons and mistries, in whose selection the BSG will work closely with the architects. BSG will also help in identification of members of Bhavan Nirman Samiti (Building Construction Committee BNS), who too would be oriented to the new style of construction activity. The actual construction is to be undertaken by BNS under the supervision of the architects, who would undertake necessary verification upon completion of the buildings. On the basis of this verification BSG would make the final release of funds to BNS.

The following processes and criteria are emphasised in the buildings development programme :

- HRD and technology transfer and preparation of manuals for newly trained masons;
- study of indigenous design, resources and materials, and treating that as the bases for design development;

- cost-effectiveness, but emphasis on maintainability;
- multiple use of the buildings;
- rainfall harvesting;
- people's involvement, and entrusting actual construction work to them;
- careful documentation of the whole process.

Building Development — Flow Chart



Conclusion

The crucial shift in the Lok Jumbish approach to evaluation is to ensure that it becomes the competence and responsibility of all actors. This is in contrast to the conventional model where both the competence and responsibility for evaluation rest on 'higher officers' in a tapering system, with an inbuilt incapacity to introduce timely correction.

—Lok Jumbish Project Document

Journey on long road to Lok Jumbish has begun. As often happens in such long, uncharted journeys, one significant departure from the path to the destination, from the vision of the goals, can change the course. Lateral corrections are costly and difficult. Therefore, it seems appropriate to conclude this progress report with a recapitulation of the gains, and by making a search for the deviations and by acknowledging the gaps in the implementation process.

The structure and the forms have been established. Preparation of the Article of Association and Rules of the Lok Jumbish Society, and constitution of the bodies envisaged thereunder, the

General Council and the Executive Committee, as well as appointment of the Chairman, Project Director and the headquarters staff came about within a few weeks after the commencement of the project. The earnestness of the state government was mainly responsible for this. Their commitment to make the LJ system work, along with the support and confidence reposed by the Government of India, have made it possible to lay the foundation of, and create the necessary framework for, a genuinely independent and autonomous organisation. Lok Jumbish Parishad actually has the powers to create positions at all levels and to make appointments to them, as also to directly receive funds from



the central and state governments and to expend them, including the power to make grants to NGOs in accordance with the procedure laid down by its executive committee. LJP has also received support from teachers' organisations, technical resource agencies, voluntary agencies, and activists working in the field. They look to LJ as an adventure deserving their active participation. This has made it possible for LJ Parishad to keep its headquarters organisation small and resilient. Their involvement has also enabled LJP to make worthwhile beginnings with buildings development and teacher training.

People in LJP need, however, to ask whether they are not, already, getting into a bureaucratic mould. Despite the holding of Review & Planning Meetings, systematic evaluation is lacking, and there is little sign of this important process being initiated at the block, cluster and village levels. The other question which needs to be asked is about sharing by all

persons and organisations in LJ of the common understanding about the conceptual framework, strategies and processes of Lok Jumbish. Sporadic conferences and occasional meetings cannot be a substitute for systematic orientation and training. Another matter which must cause concern to LJP is about MIS. In spite of availability of some useful examples (such as DSS and COPE developed at NIEPA) enough has not been done about it. What is needed is not only good software, but acquisition of new skills and change of work style. Unless ad-

vantage is taken of the small size of the project at present, it may become difficult to introduce a new, and apparently alien, feature which stores and processes information with the help of computers.

As regards the block level, structures have been created in all the 5 taken up so far. Those structures too are small; in fact, rather insufficient. But staff inadequacy at the block level is, to a considerable extent, made up by the cooperation of relevant government departments, voluntary



agencies and the support extended by teachers and their organisations. Significant achievements may be possible if these people, namely LJ personnel and the institutional and individual partners, can develop skills and determination to transform the somewhat abstract notion of Lok Jumbish into concrete action. This will require sustained orientation of all the concerned people, and their arousal, to live and work with the masses.

for administration of primary and upper primary education to BSG. The Executive Committee has also decided that in respect of primary and upper primary education panchayat samiti must function in accordance with the regulations and bye-laws laid down by LJP. This decision is a significant advance over what was envisaged in the LJ Document (December 1990) as well as in the Action Plan (October 1991). The political acceptability, legal requirements and management implications of this decision have not yet been fully examined. Since the decisions of the executive committee will have momentous consequences, these aspects need to be gone into very early.

It has not been possible for LJP to enter into memorandum of understanding with panchayat samitis. This is understandable because these bodies are in a state of abeyance and elections to them are due to take place soon. However, there is not yet a sufficient clarity about the relationship between panchayat samitis and LJP, and its block level structure. Decision has been taken by the Executive Committee of LJP to place BSG under the panchayat samiti, although not under the Block Development Officer, and to ask for assignment of all responsibilities

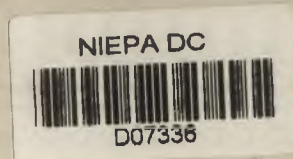
Turning to the village level, LJP as well as the voluntary agencies and others functioning as mobilising agencies seem justified in beginning with simple school mapping exercises and making no haste in setting up VECs. At the same time, a question may be asked whether more could not be achieved by taking recourse to well



tried methods of popular mobilisation. The widespread motivation for literacy generated in some parts of country shows that the people fully understand the value of education – what is needed is to rekindle hope and confidence among them and to provide credible arrangements for basic education. There does not seem to be sufficient realisation in LJ of the vast potentiality of electronic and folk forms of communication for people's involvement.

There have, indeed, been gaps and deficiencies. The strength of LJP lies in its willingness to recognise them, in its desire also to create a system which would make it possible to track deflections, and in its firm resolution to adhere to LJ goals and processes. Most of the gaps and limitations are in the nature of measures that could have been taken, but did not get taken. There are few examples of departures from what may be called the LJ course. LJP's greatest asset is the support given to it

by the state and central governments, the competent and committed team which has been put together at the headquarters and in the blocks, and the synergic relationship it has developed with a large number of agencies and individuals. It would surprise no one if LJ now picked up speed and paid due attention to all the areas and issues which are vital for achievement of the basic goal of LJ: to open up opportunities of learning and development for all boys and girls, men and women, who are deprived of basic education and whose empowerment LJ seeks to achieve.



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