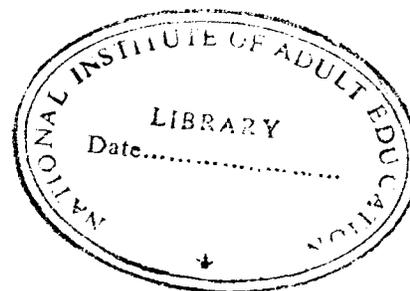# National Literacy Mission

सत्यमेव जयते

Ministry of Human Resource Development
(Department of Education)
Government of India
New Delhi
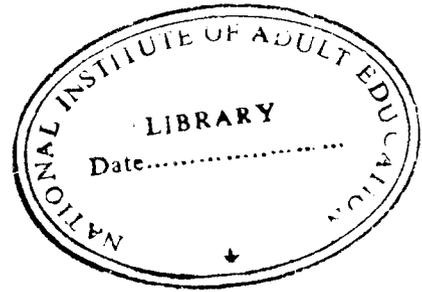**January 1988**

National Literacy Mission

CONTENTS

GLOSSARY OF ABBREVIATIONS USED

AE	Adult Education
AEC	Adult Education Centre
BHEL	Bharat Heavy Electricals Limited
CAPART	Council for Advancement of People's Action and Rural Technology
CEERI	Central Electronic Engineering Research Institute
CEL	Central Electronics Limited
CIET	Central Institute of Educational Technology
CIIL	Central Institute of Indian Languages
CMEI	Central Mechanical Engineering Institute
CSIO	Central Scientific Instruments Organisation
CSIR	Council of Scientific & Industrial Research
CSWB	Central Social Welfare Board
DAE	Directorate of Adult Education
DBE	District Board of Education
DIET	District Institute of Education & Training
DNES	Department of Non-conventional Energy Sources
DOE	Department of Electronics
DRU	District Resource Unit
DSS&AB	District Soldiers', Sailors' & Airmen's Board
EC	Electronics Commission
ECIL	Electronics Corporation of India Limited
EM	Education Minister

ET&T	Electronics Trade & Technology Development Corporation Limited
ICDS	Integrated Child Development Scheme
IIP	Indian Institute of Petroleum
IIT	Indian Institute of Technology
IMR	Infant Mortality Rate
IPCL	Indian Petro-Chemicals Limited
JSN	Jana Shikshan Nilayam
MHA	Ministry of Home Affairs
NAAE	National Authority on Adult Education
NFE	Non-formal Education
NIAE	National Institute of Adult Education
NID	National Institute of Design
NIL	National Instrumentation Limited
NLM	National Literacy Mission
NPE	National Policy on Education
NSS	National Service Scheme
NYK	Nehru Yuvak Kendra
PR	Panchayati Raj
RFLP	Rural Functional Literacy Project
RRL	Regional Research Laboratory
SAC	Space Application Centre
SAEP	State Adult Education Programme
SC	Scheduled Caste
SIET	State Institute of Education & Training

SRC	State Resource Centre
S&T	Science & Technology
ST	Scheduled Tribe
SVP	Shramik Vidyapeeth
TD	Technology Demonstration
TPI	Techno-pedagogic Input
UEE	Universalisation of Elementary Education
UPE	Universalisation of Primary Education
VA	Voluntary Agency
VEC	Village Education Committee
WILL	Women's Integrated Learning for Life

NODAL AND COLLABORATING AGENCIES

Nodal Agency

> MINISTRY OF HUMAN RESOURCE DEVELOPMENT
> (Department of Education)

Collaborating Agencies

CSIR Laboratories

DNES

Electronics Commission

Industrial R & D Laboratories

Universities, IITs, and Engineering Colleges

Agriculture Universities and Krishi Vigyan Kendras

AIR, Doordarshan and other media agencies

Language Research Institutions

State Resource Centres

1. INTRODUCTION

In the foreword of the Seventh Five-Year Plan, the Prime Minister Shri Rajiv Gandhi has observed: "Development is not just about factories, dams and roads. Development is basically about the people. The goal is the people's material, cultural and spiritual fulfilment. The human factor, the human context, is of supreme value. We must pay much greater attention to these questions in future" Literacy is an indispensable component of human resource development. It is an essential tool for communication and learning, for acquiring and sharing of knowledge and information, a precondition for an individual's evaluation and growth and for national development.

Promotion of literacy has been identified as one of the five national Missions with a view to applying technology and scientific research for the benefit of the deprived sections of society and the areas which are critical to the country's development. The National Literacy Mission (NLM) is a Societal Mission which implies that there is a political will at all levels for the achievement of Mission goals, that a national consensus can be created for mobilisation of social forces, and mechanisms can be created for active participation of the people through energisation of their latent potential with the ultimate objective of promoting a qualitative change in their living and working conditions.

1.1 LITERACY IN INDIA

Despite the thrust on universalisation of primary education and the adult education in the past the number of illiterates has progressively increased, although the percentage of literacy has improved

Table 1. Number of illiterates / literates in India (in millions)

	All age groups		Age group 15–35 yrs	
	1951	1981	1951	1981
Number of illiterates	300	437	91	110
Number of literates	60	247	27	111
Literacy percentage	16.67	36.23	22.7	50.0

Table 2. Regional disparity in literacy—1981

	Highest	Lowest
Literacy for all persons	Kerala 70%	Arunachal Pradesh 21%
Literacy of SC's	Kerala 56%	Bihar 10%
Literacy of ST's	Mizoram 60%	Andhra Pradesh 8%
Female literacy in rural areas	Kerala 65%	Rajasthan 5.5%

Table 3. Sex disparity in literacy—1981

	Males	Females
Literacy rate for all areas	47%	25%
Literacy rate for urban areas	66%	48%
Literacy rate for rural areas	41%	18%

Bihar, Madhya Pradesh and Uttar Pradesh which account for 38% of rural families of India have rural female literacy of below 10%.

Table 4. Literacy rates by sex for India* from 1901 to 1981

Year	Literacy Rates (%)		
	Persons	Males	Females
1901	5.35	9.83	0.60
1911	5.92	10.56	1.05
1921	7.16	12.21	1.81
1931	9.50	15.59	2.93
1941	16.10	24.90	7.30
1951	16.67	24.95	7.93
1961	24.02	34.44	12.95
1971	29.45	39.45	18.69
1981	36.23	46.89	24.82

Literacy rate for 1981 excludes Assam.

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Table 5. Literacy Rates for all States and Union Territories, 1981

India/State/ Union Territory	Total Population[†]		
	Persons	M	F
1	2	3	4
INDIA[††]	36.23	46.89	24.82
STATES			
1. Andhra Pradesh	29.94	39.26	20.39
2. Bihar	26.20	38.11	13.62
3. Gujarat	43.70	54.44	32.30
4. Haryana	36.14	48.20	22.27
5. Himachal Pradesh	42.48	53.19	31.46
6. Jammu & Kashmir●	26.67	36.29	15.88
7. Karnataka	38.46	48.81	27.71
8. Kerala	70.42	75.26	65.73
9. Madhya Pradesh	27.87	39.49	15.53
10. Maharashtra	47.18	58.79	34.79
11. Manipur	41.35	53.29	29.06
12. Meghalaya	34.08	37.89	30.08
13. Nagaland	42.57	50.06	33.89
14. Orissa	34.23	47.10	21.12
15. Punjab	40.86	47.16	33.69
16. Rajasthan	24.38	36.30	11.42
17. Sikkim	34.05	43.95	22.20
18. Tamil Nadu	46.76	58.26	34.99
19. Tripura	42.12	51.70	32.00
20. Uttar Pradesh	27.16	36.76	14.04
21. West Bengal	40.94	50.67	30.25

India/State/ Union Territory	Total Population[†]		
	Persons	M	F
1	2	3	4
UNION TERRITORIES			
1. A & N Islands	51.56	58.72	42.14
2. Arunachal Pradesh*	20.79	28.94	11.32
3. Chandigarh	64.79	69.00	59.31
4. D.& N. Haveli	26.67	36.32	16.78
5. Delhi	61.54	68.40	53.07
6. Goa*, Daman & Diu	56.66	65.59	47.56
7. Lakshadweep	55.07	65.24	44.65
8. Mizoram*	59.88	64.46	54.91
9. Pondicherry	55.85	65.84	45.71

[††] Excludes Assam where census could not be held.
[†] Includes age-group 0–4.
● Excludes the poulation of area under unlawful occupation of Pakistan and China where census could not be taken.
* Arunachal Pradesh, Goa and Mizoram have since become States.

POSITION AND PROJECTION OF ILLITERATES IN INDIA : AGE GROUP 15-35

(1951 — 2001)
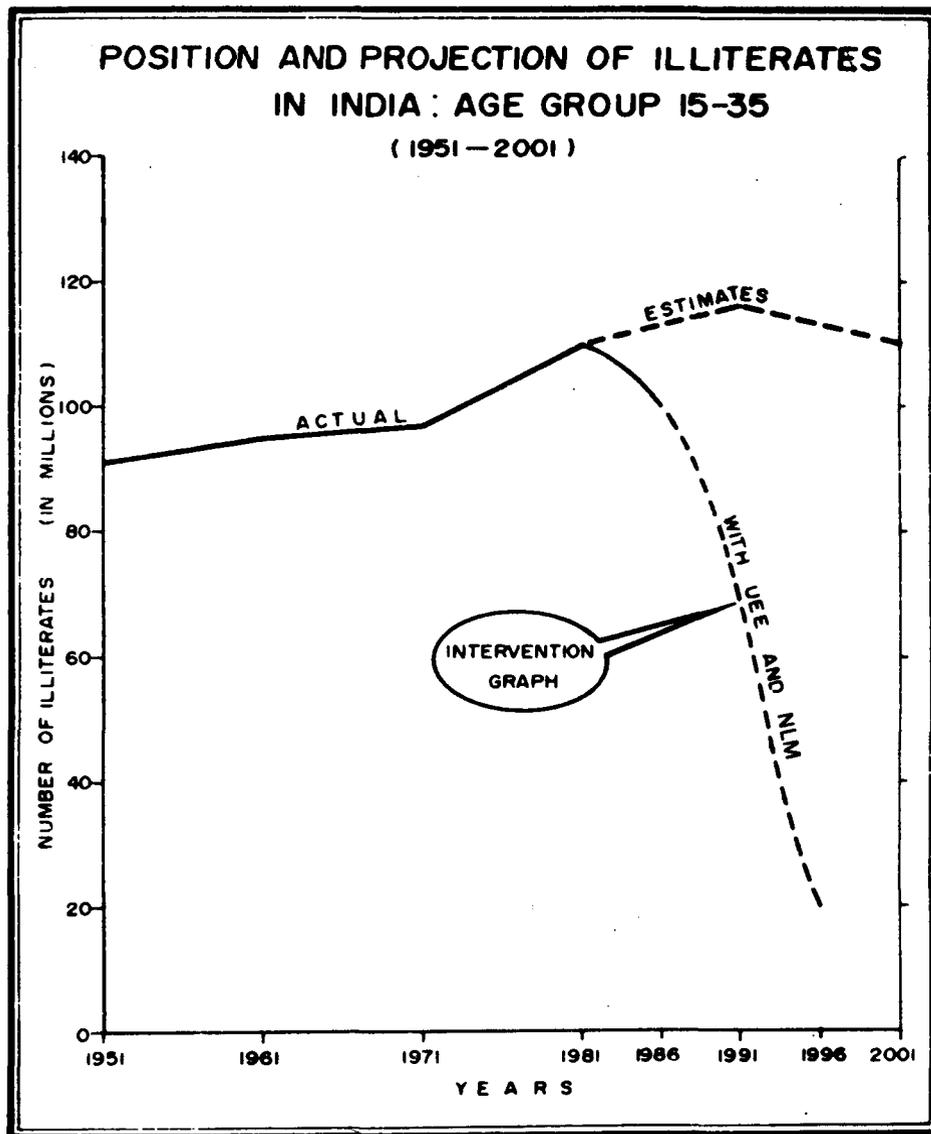
1.2 DIMENSIONS OF CHALLENGE

Number of illiterates in the age-group 15-35 increased from 91 million in 1951 to 110 million in 1981. On the basis of trend analysis the number of illiterates in this age group is likely to go up to 116 million by 1991 and decline to 110 million by 2001 A.D.

Illiterates in 15–35 age-group in year 2001 :

110 million — according to the existing trend taking into account the effect of UEE (formal and non-formal streams) without NLM.

12 million — with the intervention of NLM in addition to the efforts of UEE (formal and non-formal streams).

1.3 RELEVANCE OF LITERACY

In spite of the Central Government's decision to launch the Mission to eradicate illiteracy, the value of mass literacy is not fully realized. There are several studies and experiences to show the manner in which literacy affects human resource development.

(i) Children's participation in Primary Education increases dramatically

Literate parents send their children to primary school more readily. Their children are less likely to drop-out and their achievement in school is higher.

(ii) Infant mortality rate goes down

According to the data compiled by the Registrar General of Census Operations infant and child mortality rate (IMR) in respect of illiterate mothers is much higher.

Table 6. IMR by education of women

	Infant mortality rate	
Educational level of women	Rural	Urban
Illiterate •	145	88
Literate but below primary	101	57
Primary and above	71	47
Total literate	90	50

(iii) Much greater success in child care and immunisation

Literate mothers are much more likely to accept immunisation of children. Literacy centres serve as the forum for communication with mothers regarding their children's care. Programmes to promote breast-feeding, spread of oral rehydration therapy to fight diarrhoea, or to promote an awareness of children's growth monitoring system are much more likely to succeed with literate mothers.

(iv) Fertility rate declines

Acceptance of small family norm is related to the level of literacy. Literacy promotes knowledge and acceptance of small family norm. The higher the level of literacy, the higher the percentage of couples adopting small family norm.

Table 7. Percentage of couples practising Family Planning

| Income per month (in rupees) | Illiterate | (couples in %) | |
		Literate and upto primary level	Above primary, upto secondary
Below 200	12.4	23.6	30.0
201 – 500	7.2	26.9	48.1
500 – 1000	22.4	44.0	61.5

(v) Women's self-confidence and self-image improves

Through literacy women become aware of their social and legal rights, learn and improve income generating skills, acquire a voice in the affairs of the family and the community, and move towards equal participation in the processes of development and social change.

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1.4 REVIEW OF ONGOING PROGRAMMES

NLM is based on a thorough analysis of the strengths and weaknesses emanating from reports of evaluation of Adult Education Programme.

Between 1978-85 the Programme was concurrently evaluated by the following agencies:

1. Madras Institute of Development Studies, Madras.

2. Indian Institute of Management, Ahmedabad.

3. Tata Institute of Social Sciences, Bombay.

4. Centre of Advanced Study in Education, M.S. University, Baroda.

5. Sardar Patel Institute of Economic & Social Research, Ahmedabad.

6. Xavier Labour Relations Institute, Jamshedpur.

7. A.N. Sinha Institute of Social Studies, Patna.

They have published 56 reports, their findings:

Credit Side

1. Women's motivation and participation was high.

2. Coverage of SC/ST was higher than targets.

3. The project approach to management is feasible.

4. State Resource Centres contributed significantly to the programme, the quality of teaching/learning material brought out by them was good.

5. The programme worked well in those States in which the adult education staff was recruited under special selection procedures.

Problems

1. The quality of training of functionaries was poor.

2. The monitoring system lacked credibility, there was considerable misreporting.

3. The learning environment in adult education centres was defunct, lighting arrangements were poor.

4. Mass Media did not provide·appreciable support.

5. Voluntary agencies did not receive cooperation from State Governments and the procedures for their involvement discouraged them.

6. Learners' participation was irregular and there was considerable drop-out and relapse to illiteracy.

7. Achievement of literacy level was generally below the expectations and the delivery of components of functionality and awareness remained weak.

8. Absence of post-literacy and continuing education arrangements adversely affected the programme.

9. Political and administrative support of the State Governments and Panchayati Raj institutions was not forthcoming in an adequate and sustained manner.

2. OBJECTIVES

2.1 MISSION OBJECTIVES

IMPART FUNCTIONAL LITERACY TO 80 MILLION ILLITERATE PERSONS IN 15–35 AGE-GROUP—30 MILLION BY 1990 AND ADDITIONAL 50 MILLION BY 1995.

Functional literacy implies

- achieving self-reliance in literacy and numeracy;
- becoming aware of the causes of their 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;
- imbibing the values of national integration, conservation of the environment, women's equality, observance of small family norm, etc.

With a view to deriving optimum results from eradication of illiteracy, a nationwide network of continuing education will be established—through new institutional structures, better utilisation of the existing infra-structures, open and distance learning, etc.

[For prescribed norms of 3Rs please see Appendix I]

COVERAGE OF ILLITERATES IN 15-35 AGE GROUP
1987 - 95

INCREASE IN THE NUMBER OF ADULT EDUCATION CENTRES
1987 - 90

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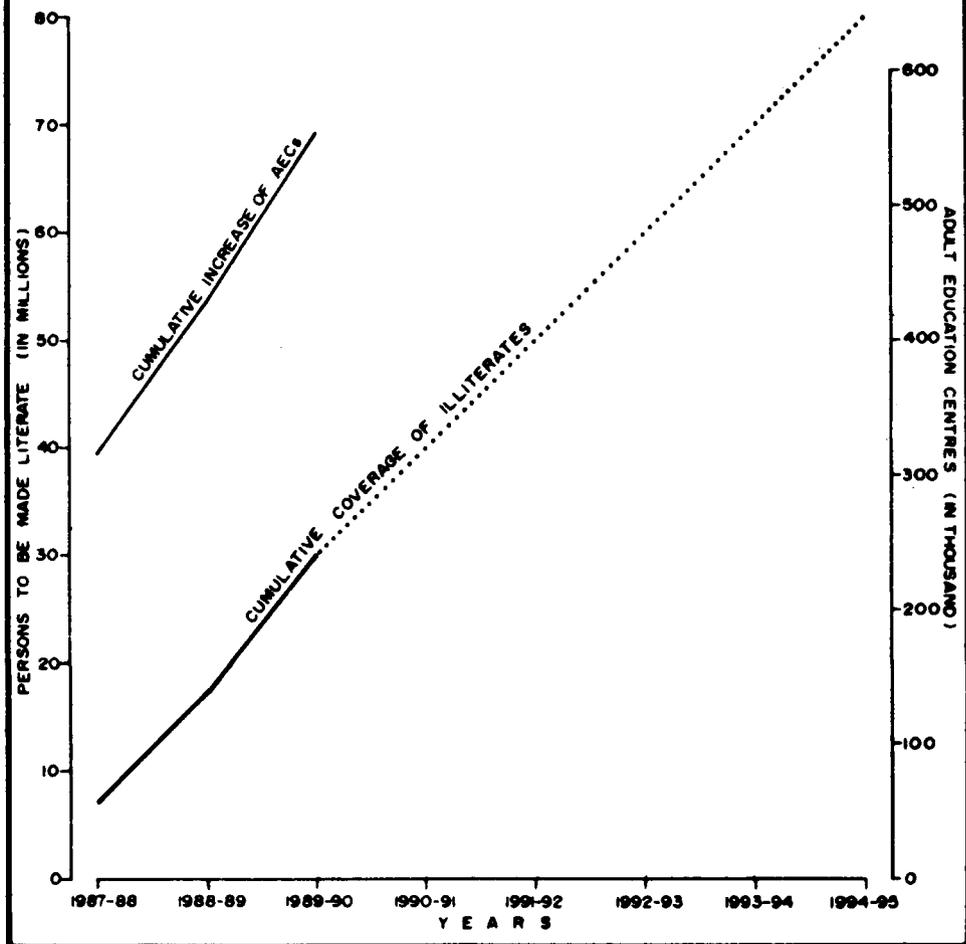
2.2 MISSION CLIENTELE

The NLM will concentrate on the 15–35 age-group which is· crucial for the country's development. On its understanding of the significance of national and social integration, of productivity and a new work ethics, and of family planning depends the course of our country's future.

The break-up of the number of illiterates in the age-group based on 5 per cent sample data of 1981 census for India is as follows:

Table 8. No. of Illiterates (in million rounded up) in the age group 15–35

	All Areas	Rural Areas	Urban Areas
Persons	110	94	16
	(100.0)	(85.5)	(14.5)
Males	41	35	06
	(37.3)	(31.9)	(5.4)
Females	69	59	10
	(62.7)	(53.6)	(9.1)

1. Includes estimates for Assam.
2. Figures in parenthesis denote percentage to total illiterates in all areas.

The focus of NLM would be on rural areas, particularly women and persons belonging to SCs/STs.

At present only 32 to 35 per cent of children complete five years of education when they attain about eleven years of age. The National Policy on Education 1986 has emphasized the thrust on Elementary Education:

- Universal enrolment and universal retention of children upto 14 years of age, and

- a substantial improvement in the quality of education

Achievement of the goals of elementary education is essential if the 15–35 age group is not to get continually flooded by new illiterates.

2.3 KEY ISSUES FOR THE SUCCESS OF NLM

- National commitment

- Creation of an environment conducive to learning

- Motivation of learners and teachers

- Mass mobilisation and people's involvement

- Techno-pedagogic inputs

- Efficient management and monitoring.

These issues and the 'Problems' referred to at page 13 have determined the Mission strategy.

3. STRATEGY

3.1 STRATEGY

(I) Nation-wide Strategy

INCREASE MOTIVATION

The central issue in literacy is motivation. Entire NLM has been designed to face this issue.

SECURE PEOPLE'S PARTICIPATION

Systematic efforts will be made to secure people's participation through media and communication, creation of local level participatory structures, taking out of jatthas, training of cadres of youth, etc. These efforts are expected to create an environment conducive to learning.

SIGNIFICANTLY INCREASE INVOLVEMENT OF VOLUNTARY AGENCIES

Diverse methods will be employed for identification of suitable voluntary agencies, procedures of financial assistance streamlined and voluntary agencies involved on a massive scale for spread of the programme, for training and technical resource development experimentation and innovation, etc.

SUBSTANTIALLY IMPROVE ONGOING PROGRAMMES

Existing programmes will be continued, but their quality improved by application of proven S&T inputs, better supervision, suitable training, pedagogical innovations, etc.

LAUNCH MASS MOVEMENT

MPFL will be expanded and strengthened and a mass movement for literacy launched by involving educational institutions, teachers, students, youth, military and para-military personnel, housewives, ex-servicemen, employers, trade unions, etc.

INSTITUTIONALIZE CONTINUING EDUCATION

Mechanism for post-literacy and continuing education, particularly through establishment of Jana Shikshan Nilayams and better use of existing institutional facilities, will be created throughout the country.

ENSURE AVAILABILITY OF STANDARD LEARNING MATERIAL

The structure of technical resource development at the national, state as well as district levels will ensure that material of good quality, and conforming to the objectives of the Mission, become widely available.

UNIVERSALIZE THE OUTREACH

By 1990 facilities for literacy learning, continuing education and vocational training will be extended to all parts of the country.

(II) Technology Demonstration

UNDERTAKE TECHNOLOGY DEMONSTRATION

Technology demonstration will be undertaken in 40 districts for development, transfer and application of techno-pedagogic inputs. Results will be evaluated for application beyond 40 districts.

(III) *Management*

ESTABLISH MISSION MANAGEMENT SYSTEM AT DIFFERENT LEVELS

An effective Mission Management System will be established to ensure achievement of the Mission Objectives. This would include mechanisms for suitable staff selection and development, collection, flow and utilization of information, systematic monitoring and mid-course corrections where necessary, and impact evaluation.
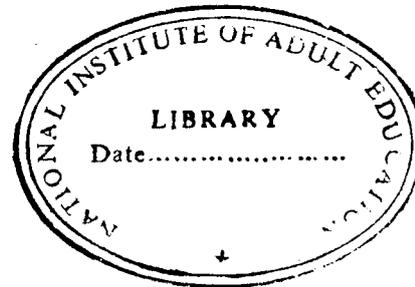
3.2 THE QUESTION OF MOTIVATION

Research studies and experiences all over the world have shown that adults participate in
literacy programmes if
— they are already involved in political action, or some socio-economic programmes, and
   they perceive literacy as a part of the total development process;
— there is an environment to promote and value literacy, there is mobilization;
— the programme begins with something of direct interest to the learners: economic
   betterment through learning of new skills, discussion on political questions, family health,
   enabling them to read religious texts, etc.;
— the instructor is competent, regular, not patronising, knowledgeable and a good person;
— the environment in which they are expected to learn is lively cheerful, relaxing—and
   activities which help them to overcome fatigue and drudgery are organised;
— they can overcome the initial diffidence which would happen if they can perceive that they
   are able to learn and progress from stage to stage;
— arrangements exist for the literate people to continue their education;
— women visualise literacy programme as a means of their coming together, of mutual
   solidarity and enhancement of self-confidence and self-image.

3.3 DESIGN FOR MOTIVATION-CENTRED PROGRAMME

CONTENT INPUTS	FORM RELATED INPUTS
Functional education, skill development, economic activity related programmes	• Dedicated instructor, well trained to discharge his functions, having behavioural qualities to work with the poor and the illiterates as equals.
Based on health-related issues, particularly women's programmes around children's health	• Improved learning atmosphere, well-lighted classrooms, suitable learning material, a feeling that those who run the programme care for them.
Literacy as a need per se, mainly in urban areas	• Improved pace of learning, creation of confidence among learners that they can learn and that literacy is not an endless drudgery.
Recreational relief, cultural activity, entertainment	• Good arrangements of continuing education, availability of reading material, making the literate person aware of his/her new eligibility.
Awareness or conscienti-zation-centred programmes	• General environment which values literacy— including political and administrative leadership, demonstration of national determination.
Programmes centering around religious discourses, 'bhajans' etc.	• There are other factors such as attractive learning materials, opportunity to go on excursions and fairs, incentives, awards and recognition with publicity to functionaries and learners.

3.4 PEOPLE'S PARTICIPATION

— A Societal Mission depends on social mobilization, active participation by the potential beneficiaries, literacy workers and the whole community.
— The strategy for securing people's participation is a part of the total strategy for mass mobilization for the implementation of NPE.

What will be done, and how?

(1) Media and communication

— Regular programmes on radio and TV for information, motivation, and active involvement
— Systematic use of the newspapers for creating a positive attitude towards promotion of literacy among the influential sections of society
— Sponsoring theatre groups to take the messages to the street-corners, hamlets in rural areas and fairs, etc.
— Folk and traditional media for creation of an environment

(2) Village Education Committees (VEC)

— Adult Education Programme (in addition to the primary education and Non-formal Education) to be overseen by VEC.
— Membership to include chairman and some members of the panchayat (in states where panchayati raj system exists), women, youth, teachers.
— Orientation of members of VECs to be done on a large scale.

(3) Jatthas—cultural caravans for New Education

— Groups of teachers, students, non-student youth, artistes moving in trains, buses, bicycles, on foot for the cause of New Education, including literacy, environment, science for everyday life, women's equality, and national integration.

— In towns, mohallas and villages they pass, they discuss issues, counter fundamentalist, reactionary·and obscurantist elements and make the poor perceive the importance of literacy as a tool for amelioration of their plight.

— Along with discussion and debate, there may be nukkad nataks, operas, improvised plays, group singing.

— Agencies which will sponsor and coordinate will include NYKs, NSS, teachers' and students' organizations, voluntary agencies, trade unions.

— Funds, as necessary, to be provided by Government.

(4) Youth training and deployment

Approximately 100 training institutions to be identified.

— Voluntary agencies	— Trade unions
— Universities / colleges	— NYKs
— Social Science research institutes	— Shramik Vidyapeeths

● Each to select and impart training of about 3 weeks to a specified number of youth.

● Trainees: mainly youth who are committed to social development, ex-servicemen, panchayat members, other dedicated individuals, of whom at least 1/3 would be women.

● Responsibility for this to be with national organization of NYKs and with some lead organizations, research institutions, voluntary agencies, etc.

● Of the trained persons 2000 to 2500 each year will do whole time or part-time work (as National Service Volunteers, literacy/NFE instructors/supervisors) or function as Activists for Education.

3.5 VOLUNTARY AGENCIES (VAs)

What will the VAs do?

- Take responsibility for eradication of illiteracy in well-defined areas through field projects

- Run Jana Shikshan Nilayams and other programmes of continuing education

- Organize training of instructors and supervisors

- Prepare and publish learning materials—primers, work books, charts, teaching aids

- Produce audio and video materials

- Undertake experimentation, innovation and action research

- Help in creation of environment

Targets, number of VAs to be involved

- 300 in 1987–88
- 700 in 1988–89
- 1000 in 1989–90

GROWTH OF VOLUNTARY AGENCIES
1987—90
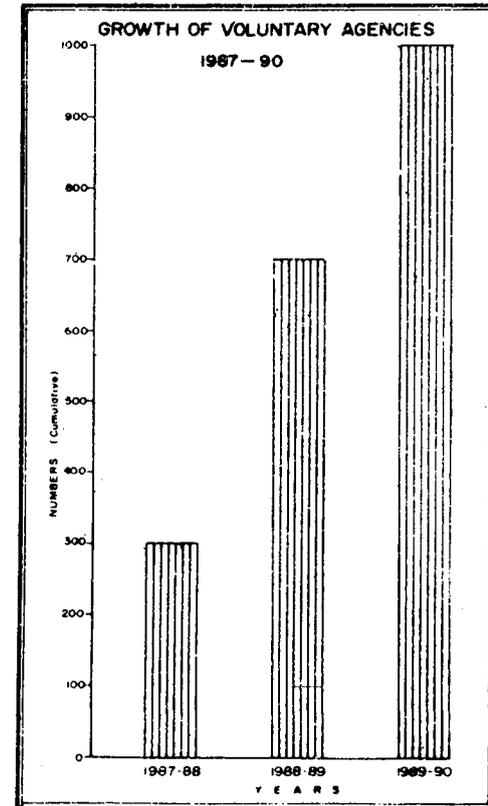
Identification of VAs through

- State Governments

- Intermediate agencies such as

  — CAPART
  — Central Social Welfare Board
  — Khadi and Village Industries Commission
  — State Resource Centres
  — Social Work & Research Centre, Tilonia
  — Bhagwatula Charitable Trust, Yellamanchili, Andhra Pradesh
  — Uttarkhand Sewa Nidhi, Almora

- Directly by the National Authority

National Authority to directly administer the scheme and streamline the procedures.

- rigorous standards to be applied in initial selection

- long term sanctions

- ensuring timely release of funds

- quantitative as well as qualitative monitoring

3.6 IMPROVEMENT OF ONGOING PROGRAMMES

The main ongoing programmes are Rural Functional Literacy Projects (RFLP) and State Adult Education Programmes, which have been carefully reviewed and need is felt to thoroughly reorganize them. Measures to be taken will include:

(i) Flexibility in the size of projects—they could consist of 100 to 300 Centres depending upon the requirement of a particular area.

(ii) Reduction in the span of control of supervisor from 30 Adult Education Centres to about 8 Adult Education Centres. The supervisor will now be drawn from the local community, preferably an experienced and outstanding adult education Instructor.

(iii) Literacy will be imparted in the spoken language. Languages spoken by large groups, which are distinct from the regional languages, will be identified for development of literacy learning material.

(iv) Techno-pedagogical inputs will be introduced systematically. These would include rapid literacy learning methods, teaching/learning aids, improving the environment of Adult Education Centres, etc.

(v) Revamping of the training system by introducing participatory training processes, increasing the number of days of initial training, provision of inservice training, setting up of District Resource Units for adult/non-formal education as a part of District Institutes of Education & Training and use of educational technology.

(vi) Increasing the number of women Instructors, even by adjusting the minimum qualifications and making arrangements for their continuing education.

(vii) Provision of facilities for post-literacy and continuing education through Jana Shikshan Nilayams (JSN), Vocational training courses, special newspapers/wall-papers etc. Upto 60,000 JSNs will be opened by 1990.

GROWTH OF J S N s

SEVENTH PLAN PERIOD

EIGHTH PLAN PERIOD

NUMBER OF J S Ns (Cumulative) IN THOUSANDS

Y E A R S
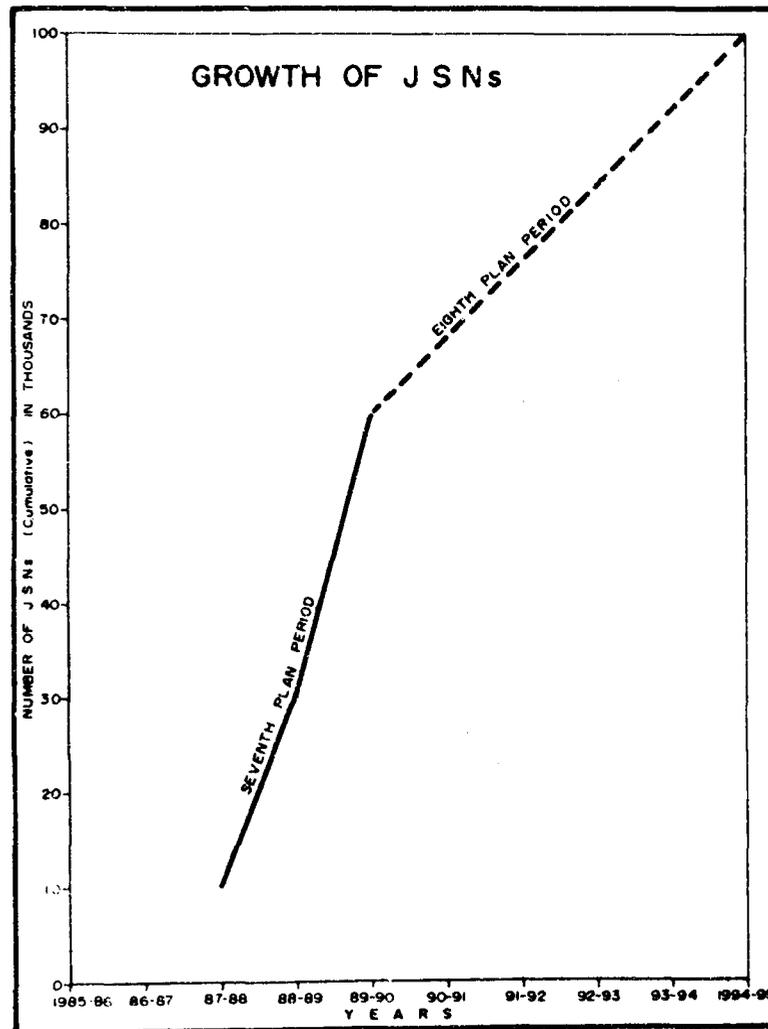
3.7 MASS PROGRAMME OF FUNCTIONAL LITERACY

Why the Mass Programme?

- To make literacy a people's mission
- To harness all agencies for the Mission
- To pose mass literacy programme as a challenge for the youth
- To secure participation of the disciplined forces
- To lay stress on women's participation

Involvement of universities, colleges, teachers and students

- By emphasising study service, viz. specific projects taken up by students as part of work experience or social/national service which will be reflected in their final result sheets.

- Stressing functional literacy in National Service Scheme, increasing coverage from 200,000 student volunteers in 1986–87 to 500,000 by 1990.

- Provision of institutional incentives for eradication of illiteracy in well defined areas.

Employers and trade unions

- Employers in the organised and semi-organised sectors and trade unions to run literacy classes and work-related courses for workers. Coverage to include:
  - railways
  - large mining operations
  - all public sector undertakings
  - all medium and large scale industries

Involvement of disciplined forces and captive clientele

- Armed Forces and para-military personnel may consider organising literacy programmes in border and remote areas
- Welfare organisations of Armed Forces and para-military personnel to organise literacy and vocational education courses for the families of their personnel
- Territorial Army to be extensively employed for this work
- Ex-servicemen through Sailors, Soldiers and Airmen's Boards
- Prison managements and voluntary agencies to organise literacy and vocational training courses for inmates

Opening up facilities

Facilities in Government as well as private offices, educational institutions and other public places to be made available for functional literacy and adult education activities in the evenings.

Learning packages

Attractively packaged comprehensive learning materials to be prepared for the Mass Programme. Wherever possible, audio cassette players, TV, VCR etc. to be used to supplement face to face instruction.

Women's Integrated Learning for Life (WILL)

Women's literacy and education is critical for proper childcare. ICDS programme will endeavour to revive the component of women's functional literacy.

3.8 CONTINUING EDUCATION

A phased programme of post-literacy and continuing education will be implemented. The principal instrumentality will be Jana Shikshan Nilayam (JSN). A JSN will be set up for a cluster of 4–5 villages (population of about 5000).

JSN's functions:

— evening class for upgradation of literacy and numeracy skills

— library

— reading room with suitable newspapers and journals

— charcha mandal for discussion on common problems

— simple and short duration training programmes relating to subjects such as health and family welfare, new developments in agriculture and animal husbandry, conservation of energy, improved chulha, etc.

— sports and adventure activities

— recreational and cultural activities, particularly the traditional folk forms

— a window for securing information on various developmental programmes

— a communication centre where community radio, audio, cassette players, TV and possibly VCR may be provided

Continuing education will also be provided through the following:

— employers, trade unions and the concerned agencies of the government for the workers and other employees

— all post-secondary education institutions, including universities, colleges and polytechnics, to give extension work the same importance as they do to instruction

— book promotion programmes to be taken up on a big scale

— libraries and reading rooms in educational institutions to be opened to public in the evenings

— non-formal programmes of vocational and technical education based on the needs and interests of learners to be organized on a large scale. ensuring that women participate in such programmes with men

— mass media to supplement other programmes.

3.9 AVAILABILITY OF STANDARD LEARNING MATERIAL

Availability on a wide scale of standard learning material, in print and non-print media, is crucial to the success of NLM.

— Characteristics of standard learning material are that it should
  - create motivation among learners and sustain it
  - increase instructor effectiveness
  - enable learners to retain and use literacy

— Learning material includes
  - motivational material used at pre-literacy stage
  - primers and work-books used in adult education centres
  - aids used by instructors
  - literacy kits to be used by students and volunteers
  - post-literacy material
  - books, journals and newspapers, as well as distance learning packages, for continuing education

— Essential requirements for standard learning material
  - relating it to the needs and interests of learners
  - undertaking of necessary research/study
  - interaction of specialists, field workers and learners in the process of production
  - application of relevant technology and expertise
  - field testing and continuous monitoring

— Agencies responsible for learning materials

National level — National Institute of Adult Education in cooperation with national level voluntary agencies and official agencies

- to plan and coordinate
- to set norms and standards
- to bring out exemplar materials and material needed to fill gaps left at the State level
- to organise training of specialists
- to undertake R & D activities

State level — State Resource Centres and other official and non-government agencies

- planning of materials with reference to the background of the learners — linguistic, environmental, vocational, etc.
- production of learning materials of all types and their dissemination
- experimentation, innovation and applied research

District level — District Institutes of Education & Training, voluntary agencies and Project personnel

- preparation/adaptation of materials to suit local interests/environment
- preparation of supplemental material

3.10 UNIVERSALISATION OF THE OUTREACH

Determined efforts shall have to be made to reach all the adult illiterates, specially women and the disadvantaged sections like tribals, those living in far-flung and inaccessible areas. Modalities to be adopted to enlarge outreach:

— Increase in the number of projects
— Intensive involvement of VAs and social activist groups
— Primary schools to run literacy activities
— Involvement of all agencies working for deprived sections of society
— Individualized instruction through Mass Programme of Functional Literacy
— Development distance learning techniques

Detailed micro-planning to be undertaken to provide functional literacy instruction for all sections of society.

4. TECHNO-PEDAGOGY & TECHNOLOGY DEMONSTRATION

4.1 AREA OF TECHNO-PEDAGOGIC INPUTS AND R & D

Literacy programmes are generally organised at night through Adult Education Centres (AEC). Even student and teacher volunteers prefer to specify a learning centre where one or more learners come for literacy learning. Lighting arrangements, by and large, consist of hurricane lanterns. Primers and other instructional aids are produced at the State level and provided free to each learner. The input of S&T and pedagogical research can greatly improve the quality of the instructional programme. Some possibilities:

Lighting arrangements

- Electrification

- Improved petromax and hurricane lanterns

- R&D for cost reduction in storage of solar energy.

Learning material

- Improved black boards and roller boards

- Design and manufacture of new type of slate, using plastic/paper material

- Production of good quality learning aids: globes, maps and charts, models for explaining human anatomy and physiology

- Use of radio, audio cassette and other electronic material for learning

- R&D for computer-aided learning, reduction in cost of electronic aids.

Learner motivation

- Use of mass media

- Posters, bill-boards, exhibitions

Training

- Use of electronic media for group learning

- Production of improved programmes in the form of audio/video cassettes and training films

- Slides/film strips

- R&D for production of overhead projection equipment at reasonable cost.

Improving the pace and quality of literacy learning

- Survey of existing techniques of rapid literacy learning

- Combination of face to face instruction with communication technology

- Use of electronic media for communication of national concerns

- R&D for
  — the pedagogy of improved pace and quality of learning
  — computerized maintenance of information on each learner
  — use of computer in learner evaluation

Post-literacy and continuing education

- Use of computer-aided publishing for mass production of
  — books
  — journals
  — newspapers

- Provision of radio and audio cassette recorder/player, and also, if possible, VCR.

- R&D for
  — image magnifying equipment
  — low cost radio, audio cassette player, VCR, etc.

Use of computers in the management of NLM

- For project planning

- For creation of a systematic data base

- For analysis of data for decision making

- For inventory control

Areas of technological sub-missions, specific mini-missions, tasks to be performed by the collaborating agencies along with the phasing of the physical targets have been projected in Appendix IV.

4.2 PROCESS OF TECHNOLOGY DEMONSTRATION (TD)

- Selection of 40 DISTRICTS: 20 WELL-ENDOWED
                            20 UNDER ENDOWED

- Creation of TD MISSION MANAGEMENT SYSTEM

- IDENTIFICATION OF PROBLEMS by Mission management

- Campaign for PEOPLE'S PARTICIPATION

- Development of TECHNO-PEDAGOGIC PACKAGE

- TECHNOLOGY TRANSFER for production

- MONITORING and review of inputs-outputs

- Determination of PARAMETERS FOR REPLICATION

- REPLICATION BEYOND 40 DISTRICTS

- REMISSION OF PROBLEMS from non-TD districts for search of solutions.

5. MANAGEMENT

5.1 GOVERNING PRINCIPLES FOR MISSION MANAGEMENT

- Decentralisation and functional autonomy with centralised control

- People's participation

- Enabling mechanisms for securing cooperation of Collaborating Agencies

- Personnel to have professional competence

- Induction of women on a large scale

- Clear delineation of levels of decision making, responsibility and accountability

- Flexibility

- Innovative methods of selection, training and motivation of functionaries

- Provision of adequate funds, including a substantial lumpsum, for innovative initiatives

- Use of computers and electronic media as learning aids, in management and for debureaucratization.

5.2 MISSION MANAGEMENT STRUCTURE

Project

The critical level in the management of NLM is the project, which will consist of one or two contiguous Blocks in a district.

Objectives

— complete responsibility for eradication of illiteracy in the project area

— organisation of continuing education programmes

Characteristics

— administratively viable

— functionally autonomous

— compact area

— basic features and financial norms uniform for all projects

— flexibility and variation will be encouraged for promotion of innovation, particularly in projects to be taken by voluntary agencies

— projects will be implemented by various agencies namely, State Governments, Voluntary Agencies, Panchayati Raj institutions, Nehru Yuvak Kendras, etc.

Management functions

— planning of the programme

— selection and training of supervisors and instructors

— securing linkage with developmental agencies and mass organisations

— provision of supplies

— research and development

— monitoring and evaluation

Operational strategy

— Adult Education Centre (AEC) will be the operational unit

— AECs will be organised at the village/mohalla level

— AEC Organiser will be a local worker acceptable to the community

— About 8 AECs will be overseen by a Supervisor (PRERAK)

— PRERAK will be selected from the local area, preferably an experienced and successful AEC Organiser

— PRERAK will also organise post-literacy and continuing education through Jana Shikshan Nilayams.

District level

At the District level the District Board of Education (DBE) will be responsible for overall planning and administration of all educational programmes. District Resource Unit (DRU) as a part of DIET will provide technical resource support to the DBEs.

Functions of DBE

— planning of eradiction of illiteracy in whole district

— spatial allocation of responsibility among the various agencies implementing the programme

— overall guidance to DRU

— ensuring coordination of all programmes of adult education undertaken by different agencies.

Functions of DRU

— provide technical assistance to DBE

— train AE and NFE functionaries at the district level

— orient the functionaries of development departments and other concerned agencies

— material preparation for basic and post-literacy programmes

— mobilise media support

— evaluation

State level

At the State level, there will be a Commission/Authority headed by the Chief Minister, with responsibility for planning and implementation of the programme on the same lines as indicated for the National level. State Resource Centres (SRC) exist in most of the States for providing technical resource support to the adult education programme. They will assist the State level Commission/Authority. The SRCs will be strengthened by training of the personnel, provision of adequate financial support and improved coordination with State Governments.

National level

At the National level, there will be a National Authority on Adult Education (NAAE) headed by the Minister of Human Resource Development. This would have functional autonomy and full powers to take all decisions not requiring reference to the Cabinet. A Mission Task Force will be set up for the implementation of NLM. The Task Force will be headed by Director-General who will be of the rank of Additional/Joint Secretary. National Institute of Adult Education (NIAE) will be set up by converting the existing Directorate of Adult Education. This Institute will be the apex body for providing technical resource support to the Authority and to the State Governments, voluntary agencies, etc.

Responsibilities and functions of NAAE

— environment building

— planning and budgeting for the programme

— operation of field programmes

— creation of multi-level structures for development of materials and for training of functionaries

— Techno-pedagogic support to NLM

— continuing education programmes

— provision of media support

— linkages with other development departments

— monitoring, concurrent evaluation and research

5.3 MONITORING & EVALUATION

Overview

— A computerised Management Information System, will be instituted to ensure reliable, steady flow of information needed for improvement in management at all levels.

— The structure of information flow and data storage is represented graphically on page 51 (Infrastructure of the delivery system)

Information Architecture

— Data pertaining to learners will be maintained and updated in paper forms at the Adult Education Centre. Summaries will be forwarded to supervisors, who in turn will process these manually to derive reports for the Project Level, and thence to the District Level.

— The District level will be the first level of computerisation where detailed data pertaining to all learners and instructors will be maintained on computers. Extensive analysis, down to an individual learner or instructor, will be possible at this level.

— District level computers will summarise this grassroot level detailed data for onward transmission to computers at state and national levels.

— In all Adult Education Centres that fall under the 40 Technology Demonstration Districts, the forms and procedures for capturing data will be modified so as to capture all relevant data in an accurate and convenient manner.

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Phased Implementation

— By March 1988 (Phase I), the 40 Technology Demonstration districts will be addressed for computerisation. A small computer will be installed at each District Mission Office as part of the pilot study.

— In 2 of the 40 districts, data pertaining to all illiterates (15–35 age group) will also be continually captured and put on to computers. This will enable District Mission Leaders to undertake microplanning for coverage of the total population under NLM.

— During this phase, detailed Systems Studies will be carried out at various representative locations across the country.

— In Phase I, dedicated computer resources will be made available to the District Mission Leader.

— National level computerisation to analyse data from 40 districts will commence in Phase I.

— In Phase II, (1988–89) experience gained from 40 districts will be combined with the findings of the detailed Systems Studies to draw up computerisation plan for the whole country. State level computerisation will commence in this phase.

— At the end of Phase I, based on the experience gained through Technology Demonstrations as well as status of computerisation of the National Informatics Centre, a decision will be taken regarding whether dedicated computer resources are to be used by NLM, or the national network is to be used.

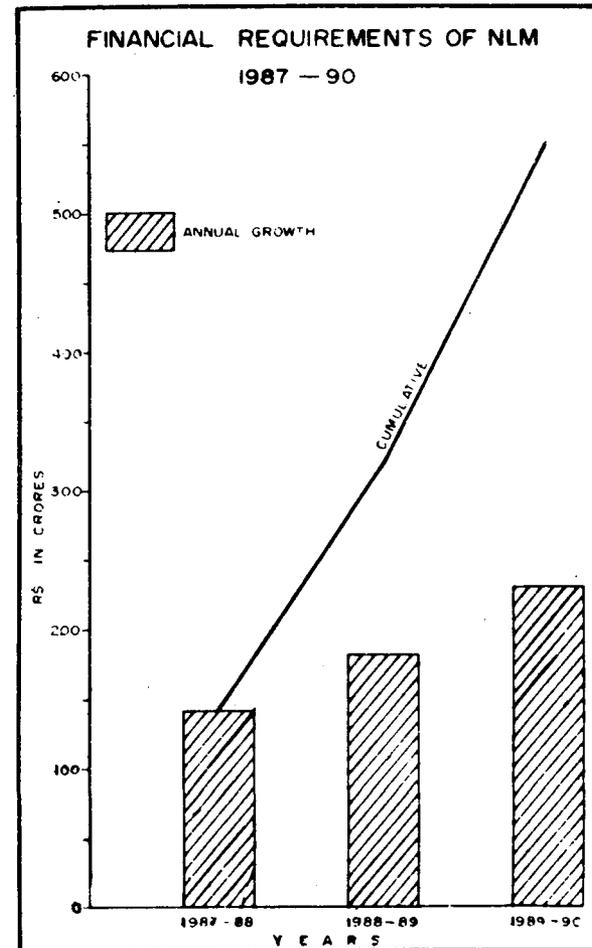— Computerisation on the nation-wide scale will be introduced in 1989–90 (Phase III).

Concurrent external evaluation and impact studies

— Institutions of social science research, universities and voluntary organizations will be invited to undertake concurrent data audit and formative as well as summative evaluation.

— Impact studies will be undertaken to assess the results of the Mission on incidence of illiteracy, and the extent to which the specific objectives spelt out on page 14 are achieved.
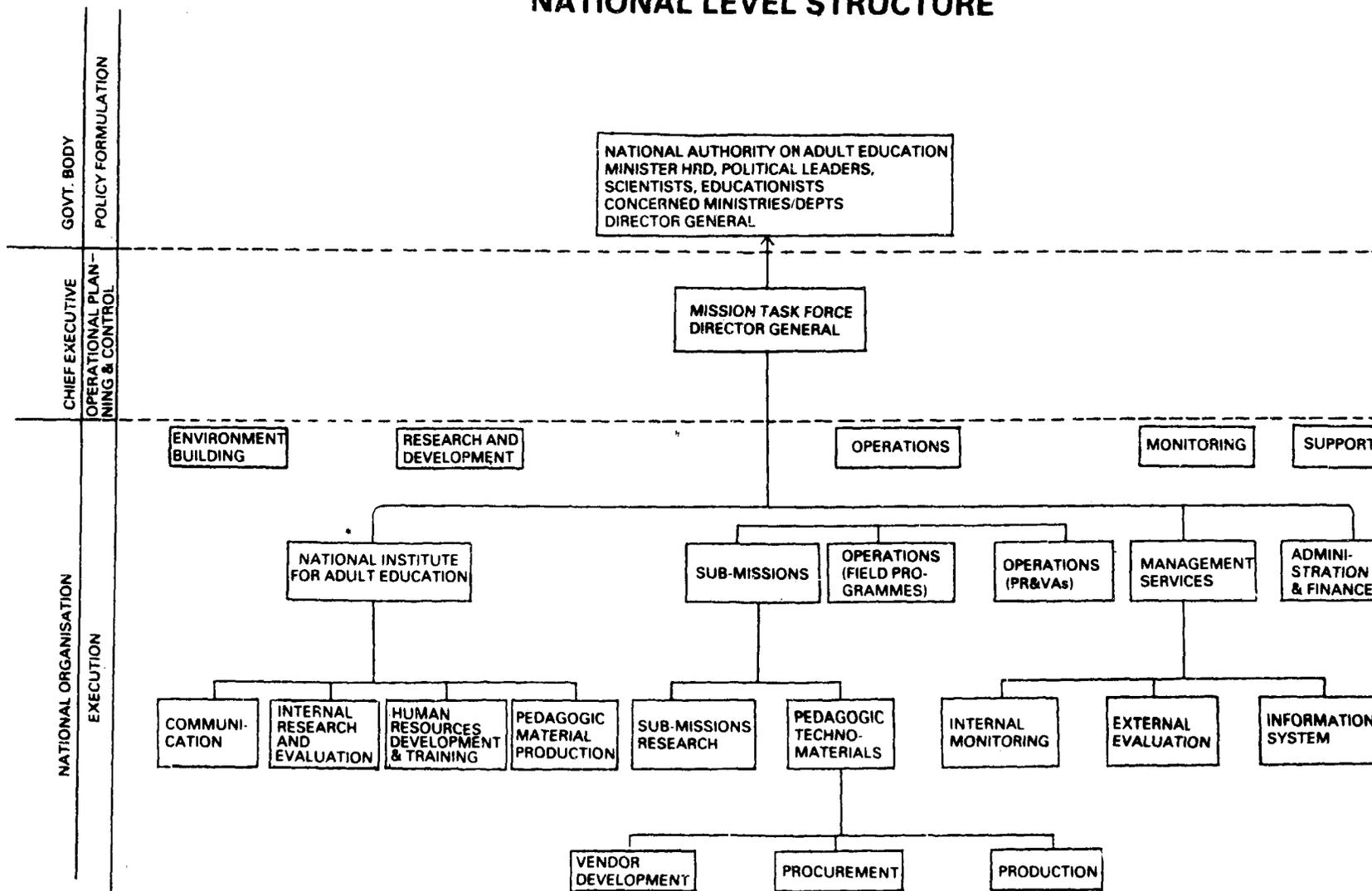
FINANCIAL ESTIMATES

Project Expenditure (1987–1990) (Rs. in crores)

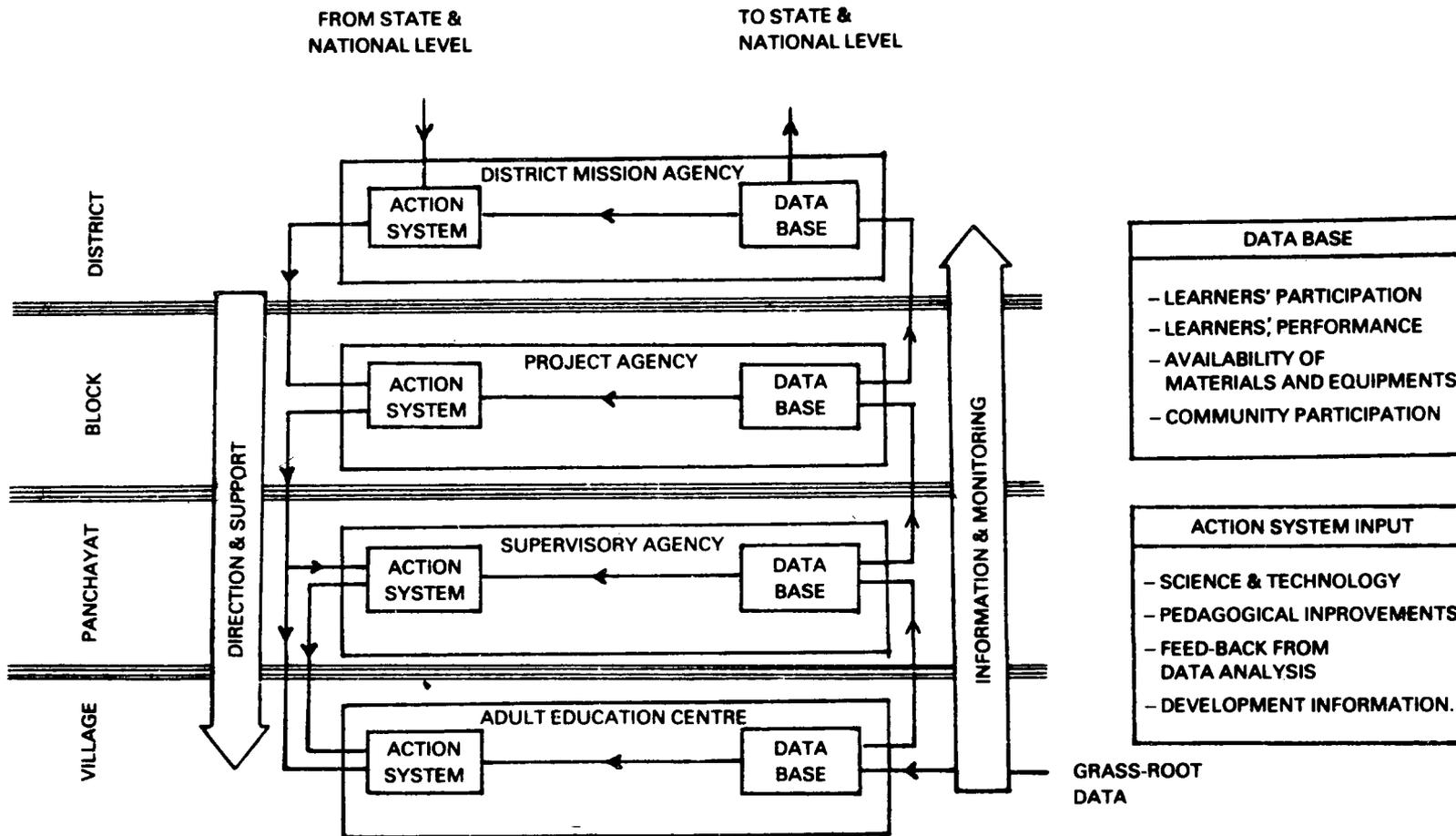|	
Field Programme	325
Voluntary Agencies	50
Mass Programme through students and other volunteers	10
Continuing Education	110
Management and media support	25
Direct costs for R&D	30
TOTAL:	550
Central share	340
State share	210

FINANCIAL REQUIREMENTS OF NLM
1987 — 90

ANNUAL GROWTH

CUMULATIVE

RS IN CRORES

YEARS

1987-88   1988-89   1989-90

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NATIONAL LEVEL STRUCTURE

GOVT. BODY	POLICY FORMULATION	

NATIONAL AUTHORITY ON ADULT EDUCATION
MINISTER HRD, POLITICAL LEADERS,
SCIENTISTS, EDUCATIONISTS
CONCERNED MINISTRIES/DEPTS
DIRECTOR GENERAL

CHIEF EXECUTIVE — OPERATIONAL PLANNING & CONTROL

MISSION TASK FORCE
DIRECTOR GENERAL

NATIONAL ORGANISATION — EXECUTION

ENVIRONMENT BUILDING

RESEARCH AND DEVELOPMENT

OPERATIONS

MONITORING

SUPPORT

NATIONAL INSTITUTE FOR ADULT EDUCATION

SUB-MISSIONS

OPERATIONS (FIELD PROGRAMMES)

OPERATIONS (PR&VAs)

MANAGEMENT SERVICES

ADMINISTRATION & FINANCE

COMMUNICATION

INTERNAL RESEARCH AND EVALUATION

HUMAN RESOURCES DEVELOPMENT & TRAINING

PEDAGOGIC MATERIAL PRODUCTION

SUB-MISSIONS RESEARCH

PEDAGOGIC TECHNO-MATERIALS

INTERNAL MONITORING

EXTERNAL EVALUATION

INFORMATION SYSTEM

VENDOR DEVELOPMENT

PROCUREMENT

PRODUCTION

* BY CONVERSION OF EXISTING DIRECTORATE OF ADULT EDUCATION

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THE INFRASTRUCTURE OF THE DELIVERY SYSTEM

FROM STATE &
NATIONAL LEVEL

TO STATE &
NATIONAL LEVEL

DISTRICT

BLOCK

PANCHAYAT

VILLAGE

DISTRICT MISSION AGENCY

ACTION SYSTEM

DATA BASE

PROJECT AGENCY

ACTION SYSTEM

DATA BASE

SUPERVISORY AGENCY

ACTION SYSTEM

DATA BASE

ADULT EDUCATION CENTRE

ACTION SYSTEM

DATA BASE

DIRECTION & SUPPORT

INFORMATION & MONITORING

GRASS-ROOT
DATA

DATA BASE

– LEARNERS' PARTICIPATION
– LEARNERS', PERFORMANCE
– AVAILABILITY OF
  MATERIALS AND EQUIPMENTS
– COMMUNITY PARTICIPATION

ACTION SYSTEM INPUT

– SCIENCE & TECHNOLOGY
– PEDAGOGICAL INPROVEMENTS
– FEED-BACK FROM
  DATA ANALYSIS
– DEVELOPMENT INFORMATION.

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APPENDICES

I. Prescribed levels in Three R's

II. Agency-wise coverage of adult illiterates in the age-group 15–35 during 1987–90

III. Financial Requirements of NLM (1987–1990)

IV. Collaborating Agencies and their role

PRESCRIBED LEVELS IN THREE R's

Reading

(a) Reading aloud with normal accent simple passage on a topic related to the interest of the learners at a speed of 30 words per minute.

(b) Reading silently small paragraphs in simple language at a speed of 35 words per minute.

(c) Reading with understanding road signs, posters, simple instructions and newspapers for neo-literates etc.

(d) Ability to follow simple written messages relating to one's working and living environment.

Writing

(a) Copying with understanding at a speed of seven words per minute.

(b) Taking dictation at a speed of five words per minute.

(c) Writing with proper spacing and alignment.

(d) Writing independently short letters and applications and forms of day-to-day use to the learners.

Numeracy

(a) To read and write 1–100 numerals.

(b) Doing simple calculations without fraction involving addition, subtraction upto three digits and multiplication and divisions by two digits.

(c) Working knowledge of metric units of weights, measures, currency, distance and area and units of time.

(d) Broad idea of proportion and interest (without involving fractions) and their use in working and living conditions.

AGENCY-WISE COVERAGE OF ADULT ILLITERATES IN THE AGE-GROUP 15–35 DURING 1987–90

(Centres in thousands, persons in millions)

S.No.	Name of Agency Programme	1987–88		1988–89		1989–90		Coverage of persons 1987–90	Coverage of persons in VIII Plan 1990–1995
		Centres	Coverage of persons	Centres	Coverage of persons	Centres	Coverage of persons		
1	2	3	4	5	6	7	8	9	10
1.	RFLP	120	2.40	130	2.60	135	2.70	7.70	10.00
2.	SAEP	125	2.50	140	2.80	150	3.00	8.30	10.00
3.	Voluntary Agencies	25	0.50	40	0.80	60	1.20	2.50	5.00
4.	NYKs	13	0.26	23	0.46	33	0.66	1.38	4.00
5.	ICDS	20	0.40	60	1.20	120	2.40	4.00	9.00
6.	Universities & Colleges	20	0.40	25	0.50	30	0.60	1.50	2.00
7.	Mass Programme for Functional Literacy								
	(a) Student Volunteers (NSS, Non-NSS & NCC)	Volunteers	0.44	Volunteers	0.58	Volunteers	0.70	1.72	2.00
	(b) Other Educated volunteers including Military Personnel & individuals				0.56		0.60	1.16	2.00
8.	Employers, Trade Unions, SVPs	10	0.20	30	0.60	50	1.00	1.80	6.00
	Total	333	7.10	448	10.10	578	12.86	30.06	50.00

FINANCIAL REQUIREMENTS OF NLM (1987–90)

(Rupees in crores)

S.No.	Name of Agency/Programme	1987–88 ·	1988–89	1989–90	1987–90 Total
1.	2.	3.	4.	5.	6.
1.	Rural Functional Literacy Projects	45.00	48.00	51.00	144.00
2.	State Adult Education Programmes	47.00	52.50	56.50	156.00
3.	Voluntary Agencies	10.00	16.00	24.00	50.00
4.	Nehru Yuvak Kendras	5.00	8.00	12.00	25.00
5.	Mass Programme through students and other volunteers	2.00	3.50	4.50	10.00
6.	Organisation of Jana Shikshan Nilayams	15.00	35.00	60.00	110.00
7.	Administration & Monitoring, Resource Development, Media Support and Evaluation 5% of programme costs	6.00	8.00	11.00	25.00
8.	Techno-pedagogic inputs and R & D	7.50	11.00	11.50	30.00
	Total	137.50	182.00	230.50	550.00

NOTE: The financial requirements have been estimated at current prices and the achievement of physical targets will be subject to availability of resources for the NLM.
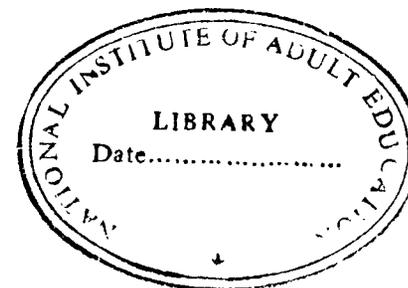
COLLABORATING AGENCIES AND THEIR ROLE

Physical Targets

Technological Sub-Mission	Name of Collaborating Agencies	Mini Missions	1987–88	1988–89	1989–90
1.	2.	3.	4	5.	6.
Energy & Power	DNES, BHEL CEL, IIP and others	Production/standardi-sation of design/installa-tion/ maintenance of solar packs/biogas plants	15,000	8,000	8,000
		Production of improved petromax, hurricane lantern etc. through approved agencies	3,000	2,000	2,000
Printing Technology	CMEI CEERI & other organisations	R & D through approved agencies			
	to be identified	To undertake R & D to develop cost effective printing techniques	Research to be conducted	Research to continue	Application
Pedagogy/ literacy learning	CIIL, DAE, SRCs, EC	Survey of existing techniques of literacy learning	Survey to be conducted	Application	Application
		Standardisation of rapid learning methods	Standardisation of methods to be done	Application	Application
		Development of computer aided literacy packages	5 districts con-tents & number of packages will be decided	5 districts	5 districts

Teaching Aids & Audio Visuals	DAE/SRCs, CEERI, DOE, NIL, CSIO, Chandigarh	Development of Teaching Aids	20,000	10,000	10,000
				Production & delivery of audio video cassettes	
	IPCL, RRL, Jorhat RRL, Jammu	Production of improved Black Boards/Roller Boards	20,000	10,000	10,000
		Production & delivery of plastic slates/ improved chalks	0.6m.	0.9m.	1 2m.
Software for mass media & group media	DAVP, CIET, SIETs, ET & T SAC, NID DAE, SRCs. State Resource Centres AIR and Doordarshan	— Serials — Small films — Radio/TV spots — Exhibitions — Utilisation of traditional & folk media — Broadcasting & Telecasting	In addition to the current productions, phasing will be decided as and when decision about media slot timings is taken. 4 groups to be involved by each SRC Intensive campaign for publicity to be launched after the NLM's approval		
Electronic systems (TV, Radio, Audio VCR, etc)	DOE, EC CEERI, ECIL, ET & T etc.	Development Installation, maintenance TV, Radio, audio cassette, video cassette Recorder R & D for the extremely backward areas.	TV 2,600 Radio 20,000 Overhead Projector 10 VCR-10	1,400 10,000 15	1,400 10,000 15
Computers for MIS and for improvement in learner evaluation	EC, CEERI	Development installation, maintenance of computers at 40 technology demonstration District Hqs.	computer 40		