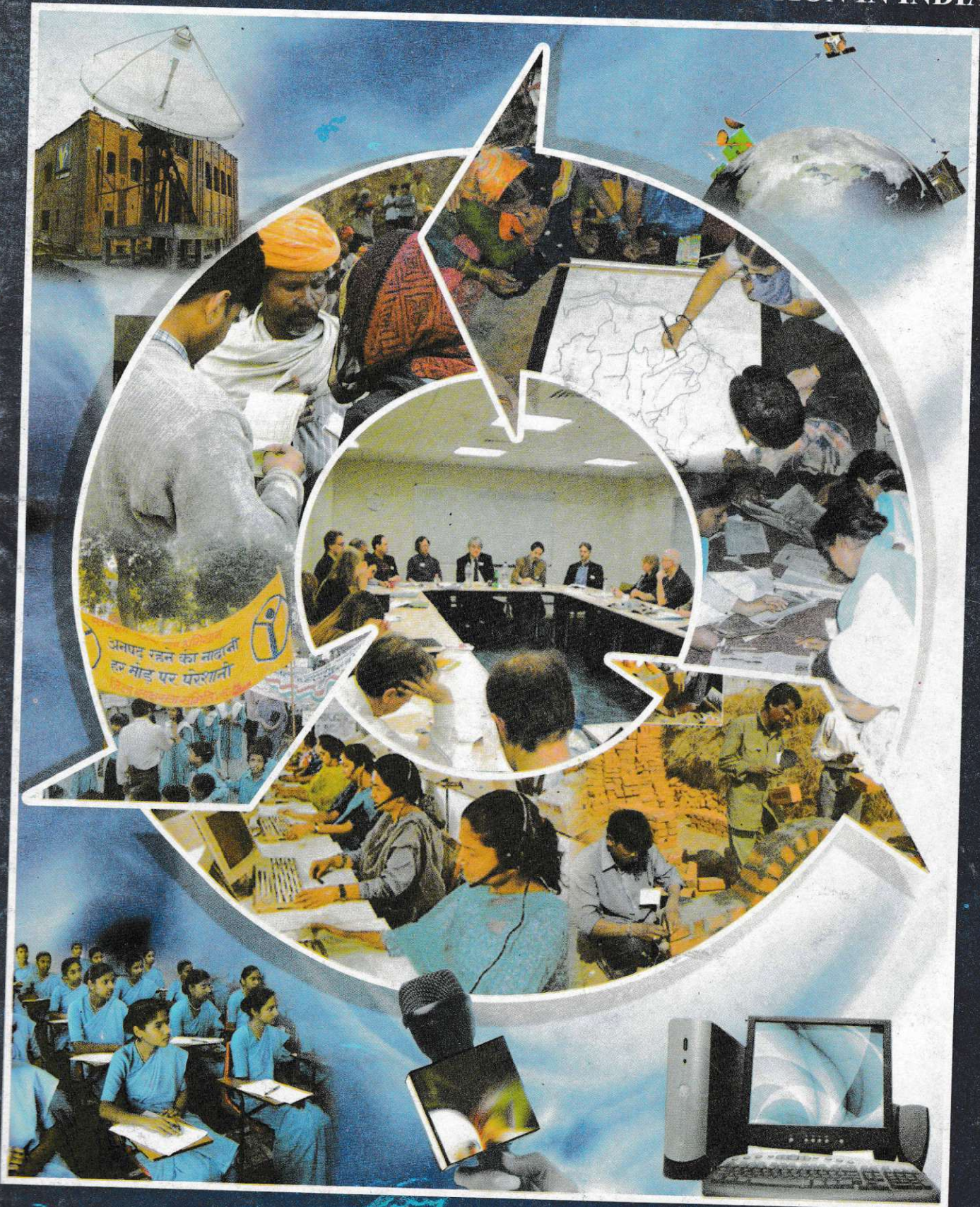




INDIRA GANDHI NATIONAL OPEN UNIVERSITY
School of Extension and Development Studies

MAE-002
POLICY PLANNING AND
IMPLEMENTATION OF
ADULT EDUCATION IN INDIA



Implementing Agencies



Indira Gandhi
National Open University
School of Extension and
Development Studies

MAE-002

Policy Planning and Implementation of Adult Education in India

Block

2

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**COURSE MAE-002 POLICY PLANNING AND
IMPLEMENTATION OF
ADULT EDUCATION IN
INDIA**

Block 1 Five Year Plans and Adult Education

- Unit 1 Current Adult Education Policy and Programmes: An Overview
- Unit 2 Adult Education Administration
- Unit 3 Resource Support Structures of Adult Education
- Unit 4 New Initiatives and Emerging Challenges

Block 2 Implementing Agencies

- Unit 5 Role of Government Departments
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- Unit 13 Post-Literacy and Continuing Education
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UNIT 5 ROLE OF GOVERNMENT DEPARTMENTS

Structure

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- 5.1 Objectives
- 5.2 Government Programmes of Adult Education
 - 5.2.1 Jan Shiksha Abhiyaan
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5.0 INTRODUCTION

The Government through its Department of Elementary Education and Literacy of the Ministry of Human Resource Development is implementing different programmes for the poor, illiterate and the resource deprived communities. The National Literacy Mission was launched in 1988 with the objective of imparting functional literacy to adult non-literates of 15-35 age-group in the country.

The National Literacy Mission was revitalised with the approval of the Union Government on 30th September, 1999. The Mission's goal was to attain total literacy i.e., a sustainable threshold literacy rate of 75% by 2007. The Mission

seeks to achieve this by imparting functional literacy to non-literates in the age group of 15-35 years. To tackle the problem of residual illiteracy, now it has been decided to adopt an integrated approach to Total Literacy and Post Literacy Campaigns. This means that the basic literacy and post literacy campaigns will be implemented under one literacy project called 'Literacy Campaigns and Operation Restoration' to achieve continuity, efficiency and convergence and to minimise unnecessary time lag between the two phases. Post literacy programmes are treated only as a preparatory phase for launching of Continuing Education programme with the ultimate aim of creating a learning society.

5.1 OBJECTIVES

In this unit, we attempt to provide an overview of the role of government departments in adult and continuing education programmes, and to detail the groups and regions to which priority was given in implementation of the above programmes. An attempt is also made to present the distribution of resources to different agencies. Finally, the management of adult education and the monitoring and evaluation systems of the programmes will also be discussed in this unit.

After having gone through this unit, you should be able to:

- Understand the role of government and other related departments in adult and continuing education programmes;
- Identify the groups and regions to which priority was given in the programmes;
- Understand the distribution of resources to different programmes and agencies;
- Comprehend the implementation process; and
- Explain the monitoring and evaluation systems in implementation of the adult education programmes.

5.2 GOVERNMENT PROGRAMMES OF ADULT EDUCATION

The main programmes of the NLM were the Total Literacy Campaign to impart basic literacy to the adult non-literates followed by the Post-Literacy Programme to reinforce the literacy skills of the neo-literates and the Continuing Education Programme to provide facilities like rural library and reading room for the neo-literates and other sections of the community. In addition, vocational training is also provided to the neo-literates and other disadvantaged sections of society through the Jan Shikshan Sansthan to fulfil the objective of NLM to provide functional literacy. The programmes include: (1) Jan Shiksha Abhiyaan, (2) Scheme of Continuing Education; (3) Jan Shikshan Sansthan (Institutes of People's Education); (4) Community Polytechnics and (5) Scheme of Support to Non-Governmental Organisations.

5.2.1 Jan Shiksha Abhiyaan

As the primary objective of the National Literacy Mission is to raise the literacy levels in the country, a nation wide campaign known as Jan Shiksha Abhiyaan would be launched to impart functional literacy to adult non-literates in the 15-35 age-groups depending on the availability of resources. Though the ultimate

objective is to achieve universalisation of adult education but due to shortage of funds it appears a distant goal now. Therefore, strategical priority would be given to adult non-literates in the age group of 15-35 living in low literacy districts, and belonging to the disadvantaged sections of society. It would be a time bound campaign implemented in distinct phases (DAE, 2007).

5.2.2 Scheme of Continuing Education

The Scheme of continuing education for neo-literates was introduced as a fully funded centrally sponsored programme in December 1995. Under the scheme, the main thrust was given to setting up of Continuing Education Centres (CECs) and Nodal Continuing Education Centres (NCECs) which function as focal points for providing learning opportunities and facilities such as library, reading room, learning centres, sports centres, cultural centres, and other programmes catering to individual aptitude (Planning Commission, 2002). One CEC is set up for a population of 2000 to 2500. For a group of about 10-15 CECs, there is a Nodal CEC which monitors and oversees the activities of one cluster of CECs. Besides organizing the CECs, it also provides the opportunities to undertake diverse activities involving alternative and innovative approaches to cater to the needs of the Continuing Education Learners. Target specific and Local specific activities such as Equivalency Programmes (EPs), Quality of Life Improvement Programmes (QLIPs), Income Generating Programmes (IGPs) and Individual Interest Promotion Programmes (IIPPs) could be organized for the beneficiaries of the programme.

During the financial year 2004-05, 27 new districts were covered under the Continuing Education Scheme. With this addition, continuing education programmes are running in 328 districts (MHRD, 2005).

5.2.3 Jan Shikshan Sansthan (Institutes of People's Education)

The scheme of Jan Shikshan Sansthan or Institute of People's Education, previously known as the Scheme of Shramik Vidyapeeth was initially evolved as a non-formal continuing education programme to respond to the educational and vocational training needs of adults and young people living in urban and industrial areas, and for persons who had migrated from rural to urban settings. Now the Institutes' activities have been enlarged and infrastructure strengthened to enable them to function as district level repositories of vocational and technical skills in both urban and rural areas. These are set up under the aegis of an NGO or as an independent NGO registered separately (DAE, 2007). The courses conducted by these institutes are popular because of their cost effectiveness and the vocational values of certificates issued. Courses offered by JSSs include electrical wiring, repair of television set, radio, refrigerator, automobiles, cane-chair, and household appliances, plumbing, carpentry, brick making, machine operating, dyeing, printing, tailoring, etc. During the year 2007, there were 221 Jan Shikshan Sansthan in India.

5.2.4 Community Polytechnics

Community Polytechnics (CPs) aim at sustainable community development without environmental degradation through the application of science and technology to improve the quality of life of the common people. This is based on micro-level planning and people's participation at the grassroots level.

Importance is given to poverty alleviation, employment generation and removal of drudgery for women through location and culture-specific, non-formal, need-based, short-term training in skill-oriented technical/vocational trades, with no pre-condition of age, sex or qualification. The training is specially geared to the needs of the un-employed/under-employed youth/school/college dropouts, the under-privileged, and the disadvantaged, including women, minorities and the socio-economically weaker sections of society. These polytechnics also undertake activities like technology transfer, technical support and science and technology awareness programmes for the community (Vandana, 2004).

As per the Annual Report of the Government of India (2000), there were about 422 CPs functioning in all parts of the country, of which 83 are exclusively for women. About 100 technical/vocational trades relevant to respective local socio-economic conditions have been identified for imparting skill-development training oriented towards employment generation. More specifically, CPs have been imparting basic skills, knowledge and attitudes to help the participants to practice the occupational activity in their village. They have been upgrading skills of participants in adoption of modern tools, technologies and processes. For instance, a mason may be trained for construction of a gobar gas (cow-dung) plant, a carpenter for furniture making, a blacksmith for welding, etc.

5.2.5 Scheme of Support to Non-Governmental Organizations (NGOs)

The National Literacy Mission (NLM) fully recognises the vast potential of NGOs in furthering its programmes and schemes. Ever since its inception, NLM has taken measures to strengthen its partnership with NGOs and has given voluntary organisations an active promotional role in the literacy movement. These NGOs are provided 100 per cent financial assistance for imparting literacy to adult non-literates in the age-group of 15-35; organising vocational and technical education programmes for neo-literates; provision of academic and technical resource support; promoting innovation and experimentation; conducting evaluation and impact studies; organisation of workshops, seminars, etc. (DAE, 2007). NGOs are also associated in the Continuing Education Programme. During the year 2003-04, 40 NGOs were sanctioned funds amounting to Rs. 13.28 crore for various basic literacy programmes; and about 117 NGOs in Orissa and 97 NGOs in Uttar Pradesh were sanctioned Rs.11.16 crore.

5.2.6 Programmes by other Government Departments

In India, apart from the Human Resource Development Ministry, there are many other government departments attached to different ministries that are involved in Vocational skill development. The programmes conducted by them are basically non-formal training programmes aimed at capacity building along with assistance for self-employment or for improvement in learners' present vocation. Some of the departments, viz., Department of Agriculture, Department of Animal husbandry and Dairying, Department of Rural Development, Department of Tribal Development, Department of Youth Affairs and Sports Development, Department of Social Justice and Empowerment, Department of Women and Child Development, Department of Women and Child welfare, etc. have such programmes.

Since a large population in the country is rural, the programmes for villagers are quite similar. There is some variation in the training depending on what raw material is locally available. On the one hand, there are courses in farm management, crop management, watershed management, waste land development, maintenance of farm machinery, etc., while on the other, poultry, fishery, dairy, piggery, goat rearing, fruit fermentation, etc., are taught. Training is also available in cutting and polishing, semi-precious stones, weaving, dyeing, printing on textiles, pottery, carpentry, plumbing, fitting, welding, sericulture, artisan training, hand looms, handicrafts, etc.

A number of non-traditional trades have also been included for training; some of these are electrical training, watch assembly, scooter repair, basic and advanced computing, garment making, secretarial practice, photography, etc.

Training is given by Information and Broadcasting Ministry to strengthen vocational education of farmers by broadcasting programmes for these groups for 60-100 minutes per day. In such programmes information is given in the areas of land and water conservation, sustainable agriculture, biotechnology, crop management, and ways and means of increasing the production of cereals, oil seeds, pulses, vegetables and fruits.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under "Answers to Check Your Progress".

1) Mention the various government programmes of adult education.

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5.3 PRIORITY GROUPS AND AREAS

In spite of the gains made in literacy, nearly 34% of the non-literates in the 15+ age group in the world are in India. The gender, regional and social disparities continue to be worrying. Hence, the priority was given to special target groups in literacy campaigns such as, women and girls, scheduled castes and scheduled tribes, minorities and priority was also given to special regions where the literacy rate is lower than the national average.

5.3.1 Women

The problem of illiteracy is aggravated by social constraints, which inhibit female literacy and educational development of women. Inequality between genders is one of the most crucial and yet one of the most persistent disparities in India where differences in female and male literacy rates are glaring, more so in the rural areas and among the disadvantaged sections of society.

As per 2001 Census, 45 districts in the country have a female literacy rate below 30 per cent. Hence, dealing with low female literacy is of immense concern to the National Literacy Mission and it was decided to target the 45 low female literacy districts for improvement. As most of these districts are concentrated in the States of Uttar Pradesh, Bihar, Orissa and Jharkhand, special innovative programmes need to be taken up in these districts for promoting female literacy.

5.3.2 Girl Child

In the simplest terms, it may be said that over the greater part of the country, the social system fails to give equal treatment to boys and girls from infancy through early childhood. There are inbuilt reservations and preferences which deny to girls, within the home, all the opportunities and incentives which are provided to boys, beginning, often enough, with the manner in which milk or sweets or choice foods are shared. They are serious enough at the primary school level and intensified as the girl grows older. All too frequently, the girl's education is broken off at primary level. A girl child is regarded as a liability by the parents, because of dowry they will have to pay at her marriage. They, therefore, instead of investing money on her education or development, prefer to save this money for payment of dowry. Like any other traditional society, the rural people have different attitudes for the male and female child, and from her very birth, a girl child is considered as "Parayee" (for somebody else) and, therefore, any investment in her education and development is considered as a waste.

5.3.3 Scheduled Castes and Scheduled Tribes

Acute economic deprivations and social disabilities accentuate the problem of illiteracy amongst Scheduled Castes and Scheduled Tribes. In the case of Scheduled Tribes, the main problems arise from lack of communication, inaccessibility of their habitations, scattered population, lack of adequate institutional infrastructure, dearth of qualified local instructors and the variety of tribal dialects that make the problem of literacy more difficult. As per the 2001 Census the literacy rate of Scheduled Castes was 54.69 per cent. The male and female literacy rate being 66.64 per cent and 41.90 per cent respectively. The literacy rate of Scheduled Castes has increased by 17.28 per cent during the decade 1991-2001. Bihar has the lowest Scheduled Caste female literacy rate, i.e. 15.58 per cent. The Scheduled Tribe literacy rate, which was 29.6 per cent in 1991, increased to 47.1 per cent in 2001. It means the literacy rate of Scheduled Tribes increased by 17.5 per cent. The male and female literacy rate of Scheduled Tribes was 59.71 per cent and 34.76 per cent respectively in 2001. The Scheduled Tribe female literacy rate was also lowest in Bihar, i.e. 15.54 per cent. In Rajasthan, Scheduled Castes and Scheduled Tribes female literacy rate, which was 8.31 per cent and 4.42 per cent in 1991, has increased to 33.87 per cent and 26.16 per cent respectively in 2001.

5.3.4 Backward Areas

Regional disparities and problems of low literacy states like Uttar Pradesh, Bihar, Rajasthan, Madhya Pradesh, Andhra Pradesh, Jammu & Kashmir, Jharkhand and Chattisgarh have to be given greater attention. Priority will be given to the states where the literacy rate is below the national average, and the low female literacy districts. Further, the North-Eastern Region of the country comprising eight States – Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura is largely inaccessible, remote, and hilly with difficult terrain. Population, largely Scheduled Tribes, is dispersed with a low density. Although economically under-developed with low levels of urbanisation, it is rich in ethnic cultural heritage with linguistic diversity. All these factors combine to result in marked intra-regional differences in educational development. While, on the one hand, Mizoram has the second highest literacy rate in the country, on the other, Arunachal Pradesh has the lowest literacy rate in the North-East Region.

In the rural areas where the facilities and services are not accessible/available, people in the rural areas are not able to utilise those facilities including education. Since a majority of Scheduled castes and Scheduled tribes lives in rural areas, it is deprived of the modern and minimum facilities such as health, education, finance, etc. Further, in the rural areas, everybody in the family does manual labour and they do not have time to study nor have they recognised the need for education.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under “Answers to Check Your Progress”.

- 2) What are the priority regions and groups for implementation of adult education programmes?

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5.4 DISTRIBUTION OF RESOURCES TO DIFFERENT PROGRAMMES/AGENCIES

Under the Literacy Campaigns, funds are being released by the National Literacy Mission Authority directly to the district. While the pattern of sharing is usually in the proportion 2:1 between Centre and State; in the case of Tribal Sub-plan districts, the pattern of sharing is 4:1. The budget allocation for different programmes viz., Literacy Campaigns and Operation Restoration, Continuing

Education Scheme, Jan Shikshan Sansthan, Support to Non-governmental organizations, etc., is through the State Literacy Mission Authority or State Directorate of Adult Education to the District Literacy committee or Zilla Saksharatha Samiti.

5.4.1 Literacy Campaigns and Operation Restoration

- a) **Objective:** Literacy Campaign is the principal strategy of the National Literacy Mission for eradication of illiteracy. This programme encompasses the Total Literacy Campaign (TLC) and Post Literacy Programme (PLP).
- b) **Eligibility:** Project proposals for districts as recommended by the State Government are scrutinised by the NLM and approved in the meetings of the Project Approval Committee of the NLM. Literacy Campaigns are implemented by the Zilla Saksharata Samitis or District Literacy Councils headed by the District Collectors or democratically elected President of the Zilla Parishad.
- c) **Assistance:** The funding ratio between Central and the State Governments for normal districts is 2:1. For districts under tribal sub-plan is 4:1. Learner cost for TLC is between Rs.90-180 per learner, for PLP it is Rs.90-130.
- d) **Purpose of Grant:** To carry out literacy campaigns which are area specific, time bound, volunteer-based, cost-effective, and outcome-oriented.

The objective of Post Literacy Programmes is remediation, retention and consolidation of literacy skills through guided learning and to help the neo-literates to continue learning through self-directed processes. Emphasis is also laid on integration of skill development programmes with the post-literacy programme. PLP is regarded as the preparatory stage for Continuing Education. Campaigns, which have stagnated for various reasons, are helped in their restoration. Additionally, of 40 to 50 percent of the original project cost is admissible for such restoration.

5.4.2 Scheme of Continuing Education

- a) **Objective:** The main objectives of the programme are - To provide life-long learning opportunity to all beyond basic literacy and primary education; linking learning to target-specific functional programmes covering economic, vocational and socially useful activities; imparting literacy skills to the residual non-literates; providing opportunities to the learners for higher levels of competency.
- b) **Eligibility:** The pre-requisites to receive the grant are - the District must have completed TLC/PLP, and State Government's commitment to continue the scheme even after the Central funding ceases is required. The CE proposal submitted by a Zilla Saksharata Samiti will be considered and approved by the concerned State Literacy Mission Authority. Then the SLMA will forward the approved proposal to NLM for release of funds. Where there is no SLMA, Project Approval Committee of NLM will consider and approve such proposals received.
- c) **Assistance:** Under this Scheme, one CE Centre (CEC) is to be set up for 2000 to 2500 population and one Nodal CE Centre (NCEC) for a cluster of 8 to 10 CECs. Hundred percent funding will be provided by the Centre for the first three years. Centre and State to share the project cost in the ratio of

50:50 in the fourth and fifth year. The State Government to take total responsibility for implementing the scheme thereafter. An amount of Rs.25,000/- will be provided to each CEC by NLMA as one-time grant and Rs.25,000/- will be released as recurring grant per annum per CEC; about Rs.45000/- will be released as one time grant per NCEC; and Rs.45000/- towards recurring grant per annum per NCEC.

- d) **Purpose of Grant:** CEC/NCEC to work as information centre, library reading room and communication centre for local specific development programmes, platform for group discussions, organization of literacy classes, training programmes for quality of life improvement and individual interest promotion programmes; and for implementation of equivalency programmes.

5.4.3 Jan Shikshan Sansthan (Institutes of People's Education)

- a) **Objective:** Jan Shikshan Sansthan (JSS) is an institutional framework for offering vocational training programmes for disadvantaged groups of adults such as neo-literates, less-educated slum dwellers, SC and ST and women, etc. to raise their efficiency and increase their productive ability. It also provides academic and technical source support to Zilla Saksharata Samitis.
- b) **Eligibility:** NGOs in existence at least for three years after registration can apply for setting up of a Jan Shikshan Sansthan.
- c) **Assistance:** JSSs are categorized as A, B, and C type depending upon their location and performance. Government of India provides financial assistance to these three categories of JSS as follows:
- Under recurring: Category 'A' gets Rs.35.00 lakhs; Category 'B' Rs.30.00 lakhs; and Category 'C' gets Rs.25.00 lakhs.
 - Under non-recurring: Category 'A' gets Rs.15.00 lakh; and Category 'B' & 'C' will get Rs.10.00 lakh each.
- d) **Purpose of Grant:** The recurring grant is to meet the expenditure under the heads of emoluments of staff, honorarium, office expenditure and teaching learning material. The non-recurring grants are meant for infrastructural development of the JSS.

5.4.4 Scheme of Support to NGOs

- a) **Objective:** The main objective of the scheme is to secure extensive involvement of NGOs in the National Literacy Mission.

The main components of the Scheme are to undertake projects of basic literacy, post literacy, continuing education and other projects including evaluation of literacy/adult education programmes. Grants will also be released to the resource centres.

- b) **Eligibility:** The following organizations/ institutions are eligible to receive the grants. They include:
- Registered Voluntary Societies, Public Trusts and non-profit making companies are eligible to apply for assistance under the scheme.
 - The NGO should fulfill certain requirements as specified by the Government of India. The NGO should not have been set up by a State Government /UT Administration.

- Only those eligible agencies, which have been in existence for three years or more, would be considered for assistance.

Innovative projects, and projects of All India level NGOs will be sanctioned at the national level while regional level projects will be sanctioned by a State Literacy Mission Authority.

- c) **Assistance:** Hundred per cent financial assistance will be given to NGOs. Grants-in-aid Committee/EC, SLMA will determine the financial pattern keeping in view the guidelines for such assistance. State Resource Centres, which are registered under Societies Registration Act, are categorised into two categories depending upon the workload and size of programme.

‘A’ Category Centres receive Rs. 60.00 lakhs Annual Grants; and ‘B’ Category Centres get Rs.40.00 lakhs.

- d) **Purpose of Grants to NGOs:** The grants shall be released to NGOs for the following purposes:

- For taking responsibility for eradication of illiteracy in well defined areas.
- Organisation of functional literacy component in developmental programmes.
- Organisation of vocational and technical education or neo-literates.
- To undertake resource development activities and establishment of Resource Centres.
- Innovation, experimentation, learner evaluation and action research for improvement of functional literacy and adult education programme.
- Activities as may be appropriate for achievement of NLM objectives.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under “Answers to Check Your Progress”.

- 3) How does the government distribute resources to different implementing agencies?

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5.5 THE NLM MANAGEMENT STRUCTURE: IMPLEMENTATION PROCESS

The Implementation of the adult education programmes in India lies with the National Literacy Mission at the national level, State Literacy Mission/State Directorate of Adult Education at State level, District Literacy Committee/Zilla Saksharata Samiti at the District level (See Figure 5.1).

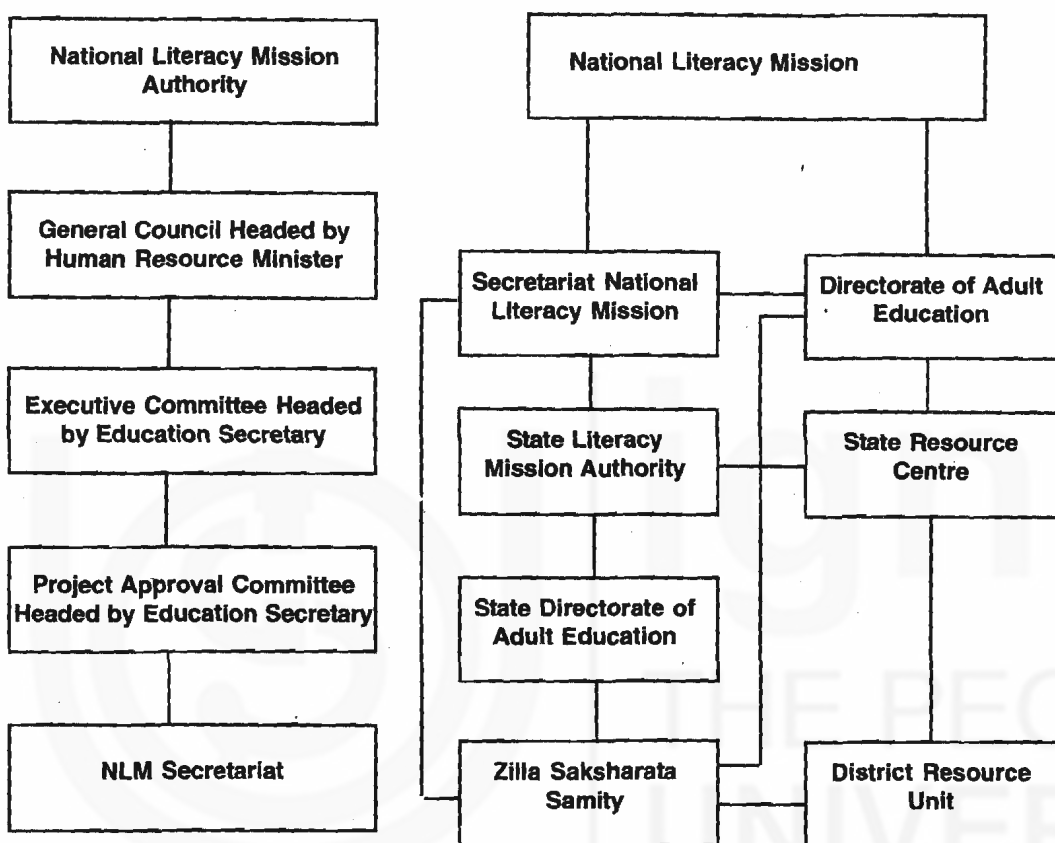


Figure 5.1: Management Structure of National Literacy Mission in India

Source: <http://www.nlm.nic.in/manstru.htm>

The National Literacy Mission has a three-tiered structure. At the apex is the National Literacy Mission Authority supported by the Directorate of Adult Education, which controls the programme at the national level. The State Literacy Mission Authority directs activities at the state level, supported by the State Directorate of Adult Education. Finally, the Zilla Saksharata Samiti helps make the programme a reality in districts and villages all over India. In urban areas, Nagar Palikas are being encouraged to take up the challenge.

5.5.1 National Literacy Mission Authority

National Literacy Mission Authority was set up as an independent and autonomous wing of the Department, vested with executive and financial powers in its sphere of work. The NLMA has a General Council, Executive Committee and Project Approval Committee. The General Council functions under the Chairmanship of Minister for Human Resource Development and lays down the policies and programmes in the field of literacy and Adult Education. The Executive Committee and Project Approval Committee function under the Chairmanship of Secretary, Elementary Education and Literacy. While the Executive Committee

carries out all other functions of the Authority, the Project Approval Committee considers and approves literacy projects for financial assistance.

The Directorate of Adult Education, under the Department of School Education and Literacy of the Ministry of Human Resource Development, functions as the Secretariat of the National Literacy Mission Authority. The General Council of the NLMA is headed by the Minister of Human Resource Development and the Executive Council is headed by the Secretary (Elementary Education and Literacy). The Directorate of Adult Education provides necessary technical and resource support to the NLMA.

The origin of the Directorate of Adult Education, as already mentioned in Units 2 and 3 of Block 1 of this course, can be traced to the National Fundamental Education Centre (NFEC), which was set up by Govt. of India in the year 1956. This Centre was renamed as Department of Adult Education and made part of the National Institute of Education under the N.C.E.R.T. in 1961. Following the Government's thrust on adult education resulting in substantial increase in adult education activities/programmes in the country, this department was separated from N.C.E.R.T. and was given an independent identity in the year 1971. For some time, it was also known as the Directorate of Non-Formal (Adult) Education and ultimately named as the Directorate of Adult Education. Over the years, the Directorate has considerably expanded both in size and coverage of activities in the field of adult education/literacy. At present this Directorate enjoys the status of a subordinate office under the Department of School Education & Literacy, Ministry of Human Resource Development, Government of India.

The main functions of the Directorate of Adult Education are as follows:

- Provide academic and technical resource support to National Literacy Mission;
- Prepare guidelines for development of teaching-learning materials;
- Organize training and orientation programmes;
- Monitor the progress and status of literacy campaigns and to provide regular feedback to the National Literacy Mission;
- Produce media materials and harness all kinds of media i.e. electronic, print, traditional and folk media for furtherance of the objectives of National Literacy Mission;
- Provide regular feedback to the NLM about the findings of concurrent and external evaluations of literacy campaigns conducted through social science research institutions;
- Coordination, collaboration and networking with all the Zila Saksharta Samitis, State Literacy Mission Authorities, State Resource Centres, Jan Shikshan Sansthan and other institutions/agencies for continuous improvement of content and process of adult education programmes on behalf of NLM.

5.5.2 State Literacy Mission Authority

The State Literacy Mission Authorities (SLMAs) at state level as registered societies have a two layer structure, viz., Governing Council and Executive Council. The State Literacy Mission Authority directs activities at the state level, supported by the State Directorate of Adult Education. The State Directorate of

Adult Education serves as the Secretariat. This is a step towards decentralisation, as it shows that the SLMAs have reached a stage where they can be made responsible for the programmes, which are being initiated for their States. The devolution of administrative and financial powers to them will lead to a faster-moving administrative set up, and therefore, programmes can be initiated faster, and decisions can be taken without any delay, leading to more efficient developmental programmes. Each State has to set up an SLMA. The guidelines regarding the delegation of powers to the State Literacy Missions have already been issued, and some projects for continuing education have already been sanctioned by them. Twenty two States/UTs have set up SLMAs so far.

The release of grants to NGOs other than the State Resource Centres are decentralized through the State Literacy Missions up to 50 percent of the total grant released during a financial year and the remaining is disbursed by the National Literacy Mission. Innovative projects in respect of all-India level NGOs are considered by the grants-in-aid committee at the national level. They are provided assistance for taking up continuing education programmes in addition to innovative programmes in all part of the country.

The State Resource Centres (SRCs), managed by Government or NGOs, provide academic and technical resource support in the form of training material preparation, extension activities, innovative projects, research studies and evaluation, etc. At present, there are 26 SRCs. During the Ninth Plan period, the State Resource Centres were strengthened and categorised as 'A' & 'B' categories. The pattern of assistance is given under Section 5.4.4. With more and more districts having completed the post-literacy programmes, the NGOs have to diversify the scope of their activities and are expected to take up area-specific continuing education programmes for lifelong learning.

Existing State Resources Centers will be strengthened and their annual maintenance grants suitably enhanced. Independent district resource units will now be subsumed in the State Resource Centres.

5.5.3 Zilla Saksharta Samiti

The Zilla Saksharta Samitis (ZSSs) are registered under the Societies Registration Act as independent and autonomous bodies, to provide a forum for individuals and organizations to work together. The leadership to these bodies is provided by the District Collector. All sections of society are thus duly represented in the planning and implementation of the programme. These bodies help to make the programme a reality in districts and villages.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under "Answers to Check Your Progress".

4) Describe the implementation of adult and continuing education programmes in the country.

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5.6 MONITORING AND EVALUATION

Monitoring and Evaluation systems assume greater significance in any programme as they help to improve the quality of the programme. These systems determine the extent to which the programme has achieved its objectives and also provide guidelines for future planning. Monitoring and evaluation are complementary to each other. The main purpose of monitoring is to improve the management of adult education programme at every stage by detecting flaws in the progress and evolving timely remedial measures. Unlike monitoring, evaluation is more comprehensive. In a literal sense, evaluation is the determination of value of an object or phenomenon. This implies judging the object or phenomenon against some accepted criteria and arriving at a conclusion as to how valuable or otherwise it is. It is a process concerned with checking and improving all steps involved in planning and implementing a programme. The main purpose of evaluation is to improve the programme by identifying merits and demerits of the programme, but not to discourage the workers and the programme. Monitoring and evaluation of any scheme, specially in the social sector, has great significance as it helps one to know whether the scheme is on the right track.

The Directorate of Adult Education has been entrusted with the task of monitoring and evaluating the various literacy programmes being launched under the aegis of the National Literacy Mission (NLM).

The NLM is laying great stress on vigorous monitoring and systematic evaluation of adult education programmes launched under its aegis in the country. It has developed and circulated guidelines for concurrent and final evaluation of the Total Literacy Campaigns and Post-Literacy Programmes. A comprehensive set of guidelines on continuing education have also been prepared. There is greater emphasis on the impact that the programme has had in its catchment area. What effect, for example, has it had on improving the value attached to education, or to empowering women and men, or to building awareness of social issues such as dowry, small families, harmonious caste relations, or to highlighting the need for conserving the environment? So far about 424 Total Literacy Campaign districts and 176 Post Literacy districts have been evaluated by external evaluation agencies. Further, about 32 districts have been evaluated by the external agencies under the continuing education phase. It is hoped that the new approach of evaluating Literacy campaigns and Continuing Education Schemes will ensure complete transparency and enhance the credibility of the results and impact assessments.

5.6.1 Monitoring

Starting with a few districts in 1991-92, the Total Literacy Campaigns now cover more than 597 districts of the country. Many more districts, having completed the basic literacy phase, are engaged in diverse post-literacy and continuing education programmes. Therefore, the need to have an efficient management and monitoring system is growing day by day. Earlier, the Directorate of Adult Education made strenuous efforts to collect information and data directly from the districts. The extension of the literacy campaigns to the entire nation has made it imperative to design a new reliable system that ensures the steady flow of information needed by the National Literacy Mission.

The previous monitoring system laid excessive emphasis on targets. This often tended to give only quantitative information and there was practically no way of knowing whether the information had been cross-checked and verified. The management information system was made more reliable by decentralising it. The state directorates of adult/mass education now hold the responsibility of monitoring literacy campaigns in their respective states.

The Director of Adult Education in each state/UT is required to hold a monthly meeting on a fixed date. The objectives of these meetings are to review the progress of literacy campaigns, post literacy programmes and continuing education programmes in various districts. These meetings are attended by Secretaries of the Zilla Saksharta Samitis, Directors of State Resource Centres, State/Area Coordinators of the Bharat Gyan-Vigyan Samiti or representatives of the Nodal Voluntary Agency and of Jan Shikshan Sansthan. A representative from the National Literacy Mission or the Directorate of Adult Education is also present. Apart from obtaining correct, factual and up-to-date statistical information, the focus of discussion is also on assessment of qualitative aspects such as problems encountered in accelerating the pace of literacy campaign, efficacy of corrective measures initiated in the past, activities planned for the coming month, and so on.

The State Directorates scrutinise, analyse and compile the data from all the districts carefully and send consolidated state reports to the Central Directorate of Adult Education in the prescribed format. National-level status reports on literacy and post literacy are also compiled and published periodically. The visit reports of the members of the executive committee of the National Literacy Mission, journalists, literacy consultants, departmental officers also form an important part of the monitoring system.

Another important step taken towards revitalising the state-level monitoring system was the computerisation of state directorates. Under the new decentralised monitoring system, the State Directorates have been assigned a vital role in monitoring the district campaigns. The task essentially required proper computer facilities. Realising this, the National Literacy Mission made a special provision and provided additional budget to the state directorates to purchase computer systems. Now, most of the states have installed computers and the system is being efficiently used. All the state reports are centrally processed by the computer and analysed to ascertain the strengths and weaknesses of the programme to facilitate further implementation and policy formulation.

The post-literacy programme is a transition from a structured literacy programme to an unstructured self-learning phase. The projects are highly contextual to the district, and can consist of several target groups, with some continuing non-formal education, some with adult night schools and some with simply self-learning. Reporting on post literacy campaign is thus on the lines of the project activities. A basic statistical report can therefore be accompanied by a qualitative account of coverage.

Monthly monitoring meetings are held at state and district levels. Given the diverse nature of the various elements of a post literacy campaign, closer monitoring is done through project functionaries, people's committees and Panchayats at the village and block levels.

Monitoring of continuing education programmes in a scientific way is very important for quality and functional control. The overall responsibility of monitoring the programme lies with the ZSS. Appropriate bodies are created at the sub-district level in the form of Block Monitoring Committees and, where feasible, Panchayat Monitoring Committees.

The prerak of the CEC must submit his/her monthly progress report to the prerak of the Nodal CEC. The Nodal Prerak in turn submits the collated monthly cluster reports to the Block Coordinator, who in turn must send them to the district-level committee i.e. the ZSS. The ZSS report is reviewed by the State Literacy Mission and the National Literacy Mission every month on the basis of a pre-determined MIS format.

The in-charge of the Nodal CEC is expected to visit the CECs in his/her cluster and hold meetings with all the volunteers at least once a month. The Block Coordinator must visit each Nodal CEC and hold meetings with the preraks at least once a month. The ZSS functionaries through their core team at the district level must hold periodic meetings with the Block Coordinators and also conduct regular field visits.

To ensure the participation of the community, the establishment of Village Education Committees (VECs), Committee of Neo-literates, User Committees, etc., are encouraged for the day-to-day functioning of the programme.

5.6.2 Evaluation

The National Literacy Mission has adopted stringent measures for the objective evaluation of literacy campaigns and post literacy programmes. A six-member expert group was set up in 1993 under the chairmanship of Prof. Arun Ghosh, a former Planning Commission member. As per the recommendations of the group, the evaluation system has been considerably tightened. The review and impact studies on evaluation practices of literacy campaigns also suggested that the practice of declaring districts as fully literate was not proper. There was a need to streamline the evaluation procedures and techniques. Hence, the concept of total literacy was redefined and an achievement of 55-60 per cent literacy in a low district was considered satisfactory.

The National Literacy Mission now recommends a three-step evaluation:

- Self-evaluation of learning outcomes is a built-in feature of the three literacy primers. Each primer contains a set of three tests. It is only when the learners qualify in these tests, they reach the levels of literacy and numeracy laid down in the National Literacy Mission norms. This self-evaluation would enable a learner to perceive his own pace and progress of learning and should heighten his motivation.
- Concurrent or process evaluation is a kind of mid-term appraisal of an ongoing project to assess its strengths and weaknesses and to suggest corrective measures accordingly. It is conducted in two stages during the course of the campaign. The first stage is undertaken when at least 50 per cent of the enrolled learners have completed the first primer. The second stage is completed within three months after the first stage. The concurrent evaluation is carried out by competent evaluation agencies from outside the concerned districts. The state directorate nominates three evaluation agencies of which the district chooses one to conduct the concurrent evaluation.

Final or summative evaluation of a literacy campaign is undertaken when at least 60 per cent of the enrolled learners have completed or are nearing completion of the third primer. This evaluation is carried out by reputed evaluating agencies from outside the state and empanelled with the National Literacy Mission. On receiving a request from the concerned Zilla Saksharta Samiti through the state directorate, the Mission suggests a panel of three to five agencies from which the district chooses one to carry out the final evaluation. The main focus of the evaluation is the learners and the evaluation is done in the random sample method. A minimum sample of 5 per cent or 10,000 (whichever is less) is to be selected randomly. Care is taken to avoid sample loss, absenteeism and proxy attendance. The criteria for considering a learner literate is achievement of at least 50 per cent marks in each of the abilities (reading, writing and numeracy) and 70 per cent as the aggregate. So far, final evaluation has been undertaken in 281 districts.

Similar final evaluation exercise is carried out for the districts going through the post literacy phase. For projects of one year duration, the final evaluation is carried out at the end of the programme and is more or less an impact evaluation. The revised guidelines for this have been evolved through a series of regional and national workshops.

The selection of agencies for conducting the evaluation of post literacy programmes is the same as that for total literacy campaigns. The agencies are expected to keep in mind the objectives of the post literacy programme while carrying out its evaluation and assessing its impact. These agencies are oriented from time to time with the latest developments in the field of literacy and objectives of the National Literacy Mission. The state directorates also conduct such orientation workshops for the evaluating agencies. Post literacy evaluation concentrates not merely on evaluating learning skills but also other themes like convergence with development programmes, skill upgradation, etc.

Evaluation guidelines have been standardised and are issued by the National Literacy Mission from time to time. Special impact studies of the campaigns on the social, cultural and economic environment of the areas are also being undertaken by the State Resource Centres and such other organisations under the aegis of the Mission. It is hoped that the new approach of evaluating of literacy campaigns and post literacy programmes will ensure complete transparency and enhance the credibility of the results and impact assessments.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under "Answers to Check Your Progress".

5) i) Write in brief about monitoring and evaluation in adult education.

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- ii) Describe the monitoring and evaluation systems in literacy and continuing education programmes.

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5.7 LET US SUM UP

In this unit, we have presented to you an overview of the role of government departments in adult and continuing education which include Jan Shiksha Abhiyaan, Scheme of Continuing Education, Jan Sikshan Sansthan (Institutes of People's Education), Community Polytechnics and Scheme of Support to Non-Governmental Organisations. We have also presented to you the regions and groups to whom the priority is given, allocation of resources by the government to different agencies, and in the end, the management structure, the monitoring and evaluation systems of adult education programmes are presented.

5.8 ANSWERS TO CHECK YOUR PROGRESS

- 1) The various programmes initiated by the government are: (a) Jan Shiksha Abhiyaan, (b) Scheme of Continuing Education for neo-literates and continuous learners; (c) Jan Shikshan Sansthan (Institutes of People's Education); (d) Community Polytechnics and (e) Scheme of Support to Non-Governmental Organisations.
- 2) The government has given special priority to the target groups in literacy campaigns and continuing education programmes which are women and girls, scheduled castes and scheduled tribes, minorities; and to special regions where literacy is less than the average literacy rate of the country.
- 3) The National Literacy Mission Authority of the Government is directly releasing the funds to the district. The pattern of sharing is usually in the proportion 2:1 between Centre and State and in the case of Tribal Sub-plan districts, the pattern of sharing is 4:1. The budget allocation for the Literacy Campaigns and Operation Restoration would be between Rs.90-180 per learner for TLC for PLP it is Rs.90-130.

For the Continuing Education Scheme, hundred percent funding is provided by the Centre for the first three years. Centre and State share the project cost in the ratio of 50:50 in the fourth and fifth year. The State Government have to take total responsibility for implementing the scheme thereafter.

For Jan Shikshan Sansthan, the Government of India provides financial assistance for three categories as follows: As a recurring grant of Rs.35.00 lakhs for Category 'A'; Category 'B' - Rs.30.00 lakhs; Rs.25.00 lakhs for Category 'C'; under Non-recurring Category 'A' gets Rs.15.00 lakhs, and Category 'B' & 'C' get Rs.10.00 lakhs each.

Hundred per cent financial support is given to Non-governmental organizations. However, the Grants-in-aid Committee/EC, SLMA will determine the financial pattern keeping in view the guidelines for such assistance.

- 4) The implementation of adult and continuing education programmes in India rests with the National Literacy Mission which has a three-tiered structure. At the apex is the National Literacy Mission Authority supported by the Directorate of Adult Education, which controls the programme at the national level. The State Literacy Mission Authority directs activities at the state level, supported by the State Directorate of Adult Education. Finally, the Zilla Saksharta Samiti has to make the programme a reality in the districts and villages. In urban areas, Nagar Palikas/Municipalities are being encouraged to take up the challenge.
- 5) i) Monitoring and evaluation system assumes greater significance in adult education programme as it helps to improve the quality of the programme. This system determines the extent to which the programme has achieved its objectives and also provides guidelines for future planning. Monitoring and evaluation are complementary to each other. The main purpose of monitoring is to improve the management of adult education programme at every stage by detecting flaws in the progress and evolving timely remedial measures. Unlike monitoring, evaluation is more comprehensive. In a literal sense, evaluation is the determination of value of an object or phenomenon. This implies judging the object or phenomenon against some accepted criteria and arriving at a conclusion as to how valuable or otherwise it is.
- ii) The National Literacy Mission has of late being laying stress on vigorous monitoring and systematic evaluation of adult education campaigns launched under its aegis in the country. It has developed and circulated guidelines for concurrent and final evaluation of total literacy campaigns and post literacy programmes. N L M is in the process of bringing out a comprehensive set of guidelines on continuing education by giving greater emphasis on the impact of the programme. The Directorate of Adult Education has been entrusted with the task of monitoring and evaluating the various literacy programmes being launched under the aegis of the National Literacy Mission.

5.9 REFERENCES

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UNIT 6 ROLE OF UNIVERSITIES, COLLEGES AND STUDENTS

Structure

- 6.0 Introduction
- 6.1 Objectives
- 6.2 Role of Educational Institutions
 - 6.2.1 Educational Programmes Offered by the Universities
 - 6.2.2 Role of Teachers and Researchers
 - 6.2.3 Students' Role
- 6.3 Chronology of Extension in the University System
 - 6.3.1 Efforts made by the University Grants Commission
 - 6.3.2 Current Scenario
 - 6.3.3 Roles and Functions of the Departments of Adult, Continuing Education and Extension
- 6.4 Approaches/Strategies for Adult, Continuing Education and Extension Work
- 6.5 Steps Involved in Organizing Adult, Continuing Education and Extension, and Field Outreach (ACEEFO) Activities
- 6.6 Special Roles of the Universities in the Context of ACEEFO
 - 6.6.1 Training of Functionaries
 - 6.6.2 Preparation of Teaching-learning Materials
 - 6.6.3 Providing Technical and Academic Resource Support
 - 6.6.4 Linkages and Networking with Different Implementing Agencies
 - 6.6.5 Promoting Coordination
- 6.7 Let Us Sum Up
- 6.8 Answers to Check Your Progress
- 6.9 References

6.0 INTRODUCTION

Universities and Colleges have been functioning as centers for generation, preservation and transmission of knowledge. They are expected to perform an important role in community development. They need to facilitate the development of capabilities of the community for the overall development of the nation. They need to design appropriate programmes for rural communities besides the enrolled students. As the university /college is accessible to many more people, it can contribute effectively through its various departments by optimum involvement of teachers and students in community service projects.

Higher education is expected to respond to the new demands and challenges arising out of a rapid transformation of society. In addition to the traditional functions — teaching, training and research as a means for transmission and advancement of knowledge and for the provision of qualified manpower - new emphasis is now being laid on the obligation to adapt the higher education system to the many needs of the society in which it operates. The campus community

should take initiatives in bridging the gap between the educated elite and under-privileged groups (Gode, 1979, P.9).

As per the Association of Indian Universities (University News, May 2003), there were 322 Universities including Technical, Medical and Non Agricultural, Agricultural and Open Universities in 2003. Of the 224 Universities, which are under the jurisdiction of the UGC, 103 Universities have the Departments of Adult and Continuing Education. These departments have been involved in conducting short term courses for a wide range of people from neo-literates to post graduates. They have also been involved in assisting the National Literacy Mission in several activities such as surveys, training literacy workers, developing learning materials, developing curricula for various courses, conducting community based courses and helping to improve the quality of adult education programme through monitoring and evaluation (Vandana, 2004).

6.1 OBJECTIVES

In this unit, we present an overview of the role of universities in implementation of Adult and Continuing Education and Extension (ACEE) programmes. An attempt has been made to present the roles of teachers, researchers and students; Chronological history of extension in the university system; efforts made by the University Grants Commission; and roles and functions of the Departments of Adult, Continuing Education and Extension. We will also discuss the approaches/ strategies for organizing Adult and Continuing Education and Extension (ACEE) and steps involved in organizing ACEE activities. This unit also provides an overview of the special roles of the universities such as training of functionaries, preparation of teaching-learning materials, providing technical and resource support, establishing linkages and networking with different implementing agencies, and promoting coordination in the context of adult, continuing education and extension.

After having gone through this unit, you should be able to:

- Explain the roles of educational institutions in adult and continuing education and extension;
- Explore the various approaches/strategies relevant for organizing ACEE; and
- Understand the special roles of universities and colleges in the context of adult and continuing education and extension.

6.2 ROLE OF EDUCATIONAL INSTITUTIONS

Universities/colleges have become dynamic agencies endowed with enormous amount of freedom and power to bring about not only social change but also change in the system of education. They must endeavour to bridge the gap between the educated elite and under-privileged groups. Involvement in community development programmes should be thought of as a responsibility and considered as an opportunity given to them to serve the people and provide necessary infrastructure facilities so that they also become equal partners in national development. Some universities/ colleges, besides teaching and research, have accepted extension as the third dimension of their programmes. They have begun to play a big role in the sphere of adult continuing education and extension. The

educational programmes offered by the universities, the roles of teachers, researchers and students are presented in the present section.

6.2.1 Educational Programmes Offered by the Universities

Many universities have designed different types of educational programmes for the benefit of a much wider community (Reddy, 2005). They include:

- a) **Evening Courses:** Evening classes are being conducted at undergraduate (U.G.) and post-graduate (P.G.) levels for the benefit of people who are working in different establishments and are desirous to continue their education while earning.
- b) **Open/Distance Education Programmes:** Open/Distance Education is provided to help non-starters and dropouts who have not participated in formal education. The job oriented and flexible courses are being offered through the centers/institutes of correspondence and distance education.
- c) **Adult and Continuing Education Programmes:** To impart literacy, functionality and awareness to non-literates, Adult and Continuing Education Centers are being organised in rural areas. These courses include programmes of short-term training. These courses could be skill based, for example skills for income generation, entrepreneurship development, family life education, value education or can be based on social issues.
- d) **Summer and Weekend Classes:** Several universities are offering many courses through their summer and weekend programmes with flexible schedules.
- e) **Extension and Field Out-reach Activities:** These activities for some specific disadvantaged groups, e. g. bonded labour, child workers, street children are organised by different departments. These activities are intended to help sustain linkage with all sectors of the community and to extend knowledge and other instructional resources to the community for their development.
- f) **Collaborative programmes:** These programmes include Government programmes such as adult literacy, women's equality, environmental protection, soil conservation, NSS activities, population education programmes and women's empowerment programmes, etc. Universities with the help of teachers, researchers and students of different departments, have to accept the responsibility of developing rural communities in general and organising adult education programmes in particular. The role of teachers/researchers, and the students are briefly described in sub-sections of 6.2.2 and 6.2.3 respectively.

6.2.2 Role of Teachers and Researchers

The teaching community is believed to be the lynch-pin between education and society. It has the rare opportunity to motivate, direct and accelerate the process of socio-economic transformation of the society. Teachers, as such, as believed to be the prime movers of the future prosperity of the society.

Only through the university/college teachers, who are really interested and are conscious of the problems of the village community and who know the techniques

of getting cooperation of various agencies, the programme of adult and continuing education can be a success. They should show keen interest in understanding the problems, selecting the right type of students, training them, and guiding them in implementing their programmes. They should be able to establish proper rapport with different agencies such as the panchayati raj institutions, co-operatives, banks and other agencies which are involved in development programmes. Besides education, they should strive hard to raise the standard of living of the people in the village community.

They can take part in community development programmes in general and adult education activities in particular. They are generally called upon to assist and guide students in carrying out such projects and award marks for the work they carry out. They should possess the curricular knowledge, methodology of teaching, characteristics of rural / slum community, and be able to establish rapport with the community.

6.2.3 Students' Role

The involvement of students in adult and continuing education work will provide the necessary sinews and social intelligence to emphasise, elevate and enthuse the community towards hard work and self-reliance for solving its problems in general and educational problems in particular. Students of each department, after proper orientation, have to be entrusted with extension programmes in the areas of their interest. This would promote work culture with a rural development bias. For instance, students of Botany and Chemistry departments can give technical guidance in certain aspects of farm technology. Students of Commerce, Economics and Rural Development can inform the farmers about the various benefits from developmental schemes and help to eliminate the role of middlemen. Students of Sociology can play an effective role in creating awareness and motivating the rural poor to take up developmental schemes. Students of adult education can organize adult and continuing education centers for farmers, women and artisans. Certainly, students can be of immense help to the rural community in the fields of new technology, education, health and sanitation, childcare and nutrition, family planning, etc.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under "Answers to Check Your Progress".

1) i) Explain the role of universities and colleges in adult, continuing education and extension.

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ii) Explain the role of teachers, researchers and students in ACEE.

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6.3 CHRONOLOGY OF EXTENSION IN THE UNIVERSITY SYSTEM

It was way back in 1960 that the Kothari Commission first articulated the concept of Extension and the TRINITY of Teaching, Research and Extension. The Education Commission (1964-66) stated that Extension was essential:

- for making education relevant to real life situations
- for preventing the alienation of the educand from society

For the first time in 1977, the University Grants Commission (UGC, 1977) incorporated extension into its policy statement for Higher Education when it stated that 'the University system must assume extension as the third important responsibility and give it the same status as teaching and research'.

The acceptance of extension as the third dimension, equal in importance to teaching and research, was in the context of a growing realisation that the universities and colleges having institutional resources — knowledge, manpower and infrastructure — have an obligation to develop sensitivities to participate in the development of the community with particular reference to the overall and diverse learning needs of all the segments of the people of the community.

6.3.1 Efforts made by the University Grants Commission

The opportunity to introduce the extension dimension in universities was taken when the National Adult Education Programme (NAEP) was announced by the Government of India in 1978. During the first three years i.e., 1978- 1981, Centres/ Departments for Adult and Continuing Education were set up in Universities and these centres/departments have conducted Adult Education Centres (AECs) with student instructors and supervisors. In 1982, UGC formulated guidelines for starting of departments/centres, for adult and continuing education and extension. Further in 1983, the UGC directed the Universities to obtain the approval of the state governments for taking over the liability of the center/ department once the UGC assistance ceased in March 1990 and also invited proposals for the establishment of full-fledged Departments of Adult and Continuing Education and Extension before the end of VI Plan Period (by March

1985). Till 1983 the university field outreach programmes continued to be limited to literacy, post- literacy and continuing education. In 1984 the UGC introduced the Scheme of Population Education as another programme to be carried out under the extension dimension. Under this scheme Population Education Clubs (PECs) have carried out activities both in the colleges and in the communities. In addition to the population education clubs, Planning Forums were started in 1985 which broadened the horizon of the field outreach programmes (Reddy, 2006).

Point No. 16 of the 20 point programme (1983-89) was introduced with an aim to involve the students and teachers in programmes for eradication of illiteracy at a rapid pace. The Area Development Approach (1988) was adopted and a number of development projects were started by drawing resources from other agencies including other departments of the University, government departments or NGOs. Universities and colleges also participated in the Mass Programme for Functional Literacy (MPFL, 1985) by involving youth, students, teachers, trade unions, Panchayat Raj Institutions (PRIs), voluntary agencies and other representative organisations of people and individuals. At the instance of the National Literacy Mission (NLM) in 1992, the UGC issued a new set of guidelines pertaining to the strategies for the Total Literacy Campaign. The Universities were associated with Zilla Saksharatha Samitis and the main stress was on training, professional development, research, coordination with government and non-government organisations, etc.

In the Ninth Plan, the UGC continued the Adult and Continuing Education Programme in a manner that facilitated the Centres /Departments of Adult and Continuing Education and Extension to cast their own Plan of Action for the extension dimension specific to their own university.

In all the programmes introduced by the UGC from time to time, the main focus has been on Adult Literacy, Post-literacy and field outreach programmes. Attention was given in the Ninth Plan to Adult and Continuing Education for university groups - groups that had passed out from the university system but had a need to return, and for groups which did not have access to the university system.

During the Ninth Plan (1997-2002) the UGC implemented its schemes under its Non-formal Education Bureau. As evidenced from the UGC's vision and strategy for the X Plan, the schemes have been continued by the UGC. In order to ensure continuity, the UGC has implemented various programmes and activities such as students' counseling and career guidance, e-learning, development of academic courses, continuing education courses, vocational career oriented programmes and extension and field outreach activities through the Departments of Adult Continuing Education, Extension and Field outreach (Reddy, 2007).

6.3.2 Current Scenario

- Now as the guidelines for the next plan period are being cast it is essential that the current situation, internationally and nationally, be considered. It is well known that the impact of globalisation has placed new demands on the education system. Transformation with rapid change is taking place everywhere. Students and youth have to be prepared by the university to adopt change and learn new skills in accordance with the new demands of the world of work. In other words, the university system has to prepare the student to be a life-long learner. Then only the student will be able to sustain his knowledge and skills at an international bench-mark level.

- Further, private universities are being set-up and international universities will soon be entering the country. Also, Information & Communication Technology (ICT) is increasingly being used in the field of learning. On-line learning and e-learning will soon become a regular feature of university courses. It is, therefore, essential that the university system and specially the Departments of Adult and Continuing Education & Extension begin to interact and collaborate with the private sector. Secondly, e-learning and the on-line mode for the conduct of courses should be utilised for continuing education to cater to the needs of various sections of society including professionals.
- While universities have to enhance student employability skills through a formal system, on the other hand, the non-formal stream of education is being developed by the Ministry of Human Resource Development for reaching education to the unreached. There is a rapid growth of the National Institute of Open Schooling and State Open Schools, and provision of quality teaching through the Sarva Shiksha Abhiyan (SSA) under the Education for All programme. Universities also have to integrate formal and non-formal education by opening their doors to adult learners for life-long learning programmes and by making the University an adult learner friendly institution. (Cape Town Statement on Characteristic Elements of a Life-long Learning, Higher Education Institution, January 2001).
- University Departments, will, therefore, have to play a more dynamic role and move from the periphery to the centre stage of the university system, and in order to ensure this, the Advisory Committees overseeing the work of the Department need to play a more pro-active role. The Departments also have to play a major role in the development of the human resource expertise in the subject of Adult, Continuing Education, Extension & Field Outreach (UGC,1997).
- At present, there are 73 Departments/Centres working in the country. As visualized earlier in the Ninth Plan, all Universities are to establish a department for institutionalising extension and for meeting the current demands of adult and continuing education in their respective areas of operation.
- According to the UGC (2002), the Extension and Field Outreach activities have to focus on:
 - a) continuing education programmes at the grassroots level through the CECs of the National Literacy Mission and through the National Institute of Open Schooling and State Open Schools;
 - b) communal harmony and peace education;
 - c) human rights and rights of vulnerable groups;
 - d) environmental issues;
 - e) panchayats and development issues;
 - f) health education for the community and through the Health Care Centre of the university;
 - g) women's empowerment; and
 - h) social issues and gender issues.

6.3.3 Roles and Functions of the Departments of Adult, Continuing Education and Extension

Since the starting of the Departments of Adult, Continuing Education and Extension, they are actively involved and performing the following roles and functions in the field of adult education (UGC, 1997 & 2002):

a) Teaching, Training and Research

- Teaching courses in Adult and Continuing Education and Extension & Field Outreach (ACEEFO);
- Conducting need-based continuing education courses, including online courses on credit or non-credit basis;
- Conducting Orientation and Refresher courses for university and college teachers with the Academic Staff College;
- Undertaking research in ACEEFO;
- Assisting in the development of a curriculum for multi-disciplinary programmes;
- Assisting in the development of a library in the subject; and
- Training for human resource or skill development for different target groups.

b) Catalyst Role

- Acting as a focal agency in the university system for all Extension and Field Outreach Programmes with the involvement of university departments and colleges;
- Serving as a Technical Resource Centre for university's community-based activities; and
- Assessing the needs of the university students and out-of-university learner for continuing education programmes and career guidance.

c) Collaborative and Networking Role

The departments shall undertake collaborative programs and network with:

- business and industry;
- university departments;
- Z.S.S., S.L.M. A., N.L.M.A;
- NGOs, Civil Society, development and government agencies; and
- International organisations/universities and agencies, such as, UNESCO, UNICEF, UNDP, International Council for Adult Education, Asia South Pacific Bureau for Adult Education and similar organisations.

d) Documentation and Dissemination

Publication of news letters, journals, magazines, e-journals, creation of interactive websites, preparation of materials, dissemination of materials and information, etc.

e) Monitoring and Evaluation

Of activities and field programs of the department and of the colleges; and facilitating academic departments to provide Extension work through offerings, projects, research, field activities, etc.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under “Answers to Check Your Progress”.

2) i) Explain the efforts made by the University Grants Commission in adult, continuing education and extension.

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ii) Explain the current scenario of UGC adult, continuing education and extension programmes.

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iii) Explain the roles and functions of the Departments of Adult, Continuing Education and Extension.

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6.4 APPROACHES/STRATEGIES FOR ADULT, CONTINUING EDUCATION AND EXTENSION WORK

The approaches/strategies that are adopted for organizing adult, continuing education have to be location-specific. In this direction, FAO has described eight different extension approaches, namely:

- a) The general extension approach;
- b) The agriculture extension approach;
- c) Commodity specialized approach;
- d) Training and visit approach;
- e) The agriculture extension participatory approach;
- f) The project approach;
- g) The cost sharing approach; and
- h) The educational institute approach.

One of the above approaches will be purposeful in a particular location; all of them may not be suitable or appropriate in every situation. Therefore, it is suggested that every institution must find a particular extension strategy/ approach, which will be suitable in a particular location. Some of the approaches suggested by Reddy (2005) are: Field/Community trip approach, Excursion method, Extension approach, Project approach, Institutional approach and Curricular approach, which are relevant for community service by the university departments and are described below.

- i) **Field Trip Approach:** A field trip provides first hand experiences of what students are studying and investigating in a more significant and functional manner. For example, the better way of truly understanding and appreciating a process or a situation by the students is by going directly to those places and personally witnessing the various basic issues of the community viz., poverty, social disharmony, ill-health, illiteracy, gender discrimination, etc. Such an exercise helps the students in learning the process and identifying problem areas precisely.

In most of the field trips, a problem is given out to the students. They are expected to conduct a survey and present a detailed study report to the teacher. The teacher has to do the following: a) Identify a problem related to the students' needs; b) Locate the area where the study is to be made; c) Distribute detailed outlines of the study in advance; d) Lead them to the place of visit; e) Help in locating the right persons whom to contact; f) Help in filling in the tools and checking of records and g) Help the students to work out a report.

- ii) **Excursion Method:** After working in the class for a certain period, the teacher would arrange a visit to reach a place, a field or a firm to observe its problems so as to find solutions or their redress. It can be combined with a picnic. The visit could be planned well in advance. The areas to be covered and objectives of the visit have to be decided. The visit could be related to the subject being taught to the students. This visit will bring a rich experience

to the students. The most common forms of activity are: a) Individual work, b) Small groups and project work, c) Class projects, Exhibitions and Surveys, and d) Class visits.

- iii) **Extension Method:** Extension is a type of education, which reaches out to people in the rural areas far and near, beyond the limits of the four walls of the classroom. Extension is education of village people and its purpose is to develop the capabilities, to change the attitude and practices of the people with whom the work is done. This can lead people to make substantial permanent improvements on their farms, in their homes and communities. Extension is aimed at the development of the individual, village leaders and their society in their day-to-day living. It is a two way process, where the problems of the client system (farmers, homemakers, etc.) are brought to change agents (students) for finding solutions, and the results are taken in an acceptable form, from the change agents to the client system.
- iv) **Project Approach:** A project is a unit of educative work proceeding in a social environment. It is learning by living, i. e., learning through association, cooperation and activity. It is learning by focusing on doing and problem solving. There are three different types of projects, namely, a) Activity Projects, (Producer, Consumer, Solution and Drill); b) Research Projects (Historical, Experimental, Case study and Survey); and c) Extension Projects (Education, Social, Vocational, and Career-oriented).

A teacher can devise a project and give its outlines to the students to formulate a full-fledged project. The teacher can ask the students to prepare an outline of a project and indicate the scope of the proposed project. The students could then work on the project and its various details. They can be asked, either individually or in groups, to carry out the project. The teacher can evaluate the students' work for the award of marks based on the project report.

- v) **Institutional Approach:** The Centers/Departments of Adult and Continuing Education and Extension at university level are the nodal centers to conduct extension and community work, particularly as adult education centres, Post literacy/ Continuing education centers, population education and science for the people programmes, for the benefit of both rural and urban communities. These departments are now structured and institutionalized to carry out extension work, community service and developmental programmes.
- vi) **Curricular Approach:** Curricular work needs to be integrated with the development activities in the community; such an integration would bring realism to the courses of study since the subject matter studied can then be applied to life situations. Students will become deeply interested in what they are studying and understand the realities, as they exist. Integration of curriculum with community service is possible by introducing a compulsory 100 marks paper at the first-degree level, performance in which should be given weightage for admission to a higher degree and for employment. It should be obligatory for every student to carry out 90 days' of specifically assigned field work before completing the first degree level. At the B.Ed., and M.Ed. levels, the students should take 10 persons and make them literate. Extension can also be incorporated into the under-graduate foundation courses, applied courses and core courses and in the community service project.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under “Answers to Check Your Progress”.

3) Explain the approaches/strategies to be followed in Adult, Continuing Education and Extension Work.

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6.5 STEPS INVOLVED IN ORGANISING ADULT, CONTINUING EDUCATION AND EXTENSION, AND FIELD OUTREACH (ACEEFO) ACTIVITIES

The following steps are suggested in organising Adult/Continuing Education, Extension and field out reach activities (Reddy, 2005):

- a) **Selection of the Village/Slum for Extension work:** The College/ Department has to decide upon the project area whether a village, slum, factory, school or urban area. In order to promote healthy competition among the different groups of students, it is important to allocate individual areas for different groups of students. While selecting the area of work, the factors such as accessibility of the area, cooperation of the community, collaboration/ cooperation of the officials, etc., should be considered.
- b) **Planning the Extension work:** Planning is the systematic outline and detailing out what, why, when, how, and by whom, the task has to be completed. The components of planning are: selection of the community, identifying needs and resources, setting up objectives, ensuring people's participation, implementation, and evaluation of the project.
- c) **Identification of Community Needs:** To study the conditions of the families and communities in the project area and to plan programmes to meet their pressing needs, the survey has to be carried out by using tools such as 1) Interview Schedule, 2) Observation, and 3) Scrutiny of records and registers.
- d) **Rapport Building:** Development of a strong rapport with the members of community will help the students to identify themselves with the community. Rapport can be strengthened by allocating certain number of households to each student to carry out the welfare and development programmes steadily.

- e) **Selection of Project(s):** The projects should be selected considering the needs of the community/clientele and workers (students) and taking into account their human and material resources. The nature of the projects must be such that they lend themselves for follow-up and continuity, by the people themselves. These projects can include: General Projects, Subject-matter oriented projects, and Awareness camps.
- f) **Motivation of Staff and Students:** Motivation of the staff and students towards community work is needed. Enable them to understand the need for community work; to carry out the field outreach activities systematically, and for ensuring the acceptance of community work as an academic programme. Recognition can be given for the work of the students. Academic credits can be given for the field work carried out by a student under an extension programme. Extra credit (marks) can be given to students who put in extra hours for such work done during holidays and for undertaking special programmes. Adequate publicity for achievements both in the college and community, through different communication media, will make the students feel proud of their efforts. Special prizes can be awarded for outstanding students during special occasions. All these acts of appreciation would give a fillip to the students and teachers.
- g) **Mobilization of Resources:** Resources such as human, financial and material are necessary for carrying out an extension/community project. The community must be explored and developed.
- h) **Allotment of Time for Field / Extension Work:** One or two days per week and two or three hours per day for field and community work should be allocated. Instead of allotting two hours every week, sometimes a stretch of several hours could be given during a specific period, for a camp. For practical purposes, a whole afternoon, probably Saturday afternoon may be allotted for community work. However, the fixing of a schedule needs to be done in consultation with the concerned village or project authorities.
- i) **Training of Staff and Students:** In order to develop the competences required to guide students effectively and to monitor the projects, the teachers' in-charge of community activities require adequate training. The training should comprise; i) Subject knowledge concerning the problems; ii) Knowledge about rural / urban community life and programmes for improvement; iii) Techniques of working with people; iv) Mobilisation and utilisation of resources; v) Developing skills in human relations, vi) Inculcating a positive attitude towards the community and providing for desirable changes, and vii) Evaluating the students, and outcomes of the project.

Similarly, a training programme for students may be conducted to make them understand the concept and objectives of community service, to become aware of the family structure, caste and value systems, needs and aspirations in the adopted community, to develop skills of meeting people and establishing rapport, interviewing, carrying out simple developmental activities, to understand how to mobilize the resources available in the community, to enable them to plan, execute and evaluate meaningful activities for the community.

- j) **Provide Guidance and Coordination:** For successful implementation of the community activities, guidance and coordination are required from various levels, viz., University, College, Project Coordinator, and Teacher in-charge. A Guidebook can be developed so as to serve as a tool for both the teacher and student carrying out projects. The technique of project work should be explained for the students to be able to use it effectively.
- k) **Evaluation of the Extension Work:** Evaluation is an integral aspect of planning, implementing and overall monitoring of the community work done by the students. It must be built-in the programme from the beginning. Evaluation is the process of systematically appraising the worth, value or meaning of course of action. Evaluation has to be done: a) Students performance, b) Impact of community work on staff and students, and c) Impact of community work on the community.
- l) **Reporting of the Extension Work:** Reporting on the activities should be an integral aspect of extension work. Reporting helps the group to place on records the needs identified, the activities undertaken, the people involved, the problems faced, the solutions found out and the follow up work required. The reporting would help in pin pointing the outcomes of the community work on the local people.

6.6 SPECIAL ROLES OF THE UNIVERSITIES IN THE CONTEXT OF ACEEFO

As stated in 6.3.3, the universities are expected to perform the general functions in the field of adult, continuing education and extension. They have to organise some special functions viz., organizing training programmes, preparation of teaching/training and learning materials, networking organisations, coordinating, providing resource support are presented in this section.

6.6.1 Training of Functionaries

Training of adult education functionaries in the country has been one of the weakest aspects of adult education programmes. The competency level of functionaries in discharging their duties in total literacy campaigns depends upon the quality of training that they have been exposed to. It is through training that a better understanding of the concepts, values and importance of the campaign, motivation of the learners, methods of teaching primers, and evaluation of the campaign is provided.

Initial and periodic training is needed by all the functionaries involved in adult education work. They require proper inputs to enable them to develop knowledge, to develop right/positive attitude and the necessary skills for their effective functioning. They may also be trained properly in acquiring a thorough knowledge about the programmes with which they are entrusted. They must also acquire skills and capabilities needed for carrying out various responsibilities. Further, they should also get trained in the effective use of communication skills and techniques such as use of audio-visuals, organizing meetings, rallies, conducting poster campaigns, cultural programmes etc. Otherwise their efforts would be mainly unscientific and fail to yield the respected results. Here the universities should play a greater role in organizing the initial training, periodic orientation and refresher courses for the functionaries. Universities can organize training

programmes for all the functionaries in all the techniques of extension such as working with the leaders, working with groups, and working through groups.

Since the Departments/Centres of Adult, Continuing Education and Extension in the universities are equipped with good infrastructure and staff, they can make necessary arrangements for conducting training programmes for the field functionaries on both content and methodology. Further, they would be the right agencies to train various functionaries of total literacy campaigns in view of a) their experience in employing various training techniques such as lecture, dialogue, discussion, demonstration, debates, role play, brainstorming, simulation etc., b) the availability of infrastructural facilities, c) their past experience in organising various training programmes for adult education functionaries representing state, district and local levels, and d) their ability to make the training programmes more specific, objective-based, participatory and field-oriented.

The trainees should be given specialised training in communication methods and materials so that they can communicate effectively. They need training in the following communication methods: e. g. lecture method, discussion method, demonstration method, project method, etc., and in the production of communication material, like posters, charts, flannel graphs, flash cards, etc. They have also to be acquainted with the operation, care and use of certain equipments, such as tape-recorder, film and slide projector, overhead projector, camera, etc. During the training courses the trainees should be encouraged to produce simple audio-visual aids, learn their application and assess their effectiveness and usefulness.

The general principles of material preparation and language of communication should be a part of the training programmes of adult education functionaries. Training could be in the target-specific programmes, viz., Equivalency programmes which are designed as alternative education programme equivalent to existing formal, general or vocational education; Income generation programmes which will help participants to acquire or upgrade vocational skills and enable them to conduct income generating activities; Quality of life improvement programmes to equip learners and community with essential knowledge, attitudes, values and skills to enable people to improve their quality of life as individuals and as members of the community; and Individual interest promotion programmes to improve the quality of human resources of the society. People may be encouraged to utilise their leisure time and simultaneously achieve self-actualisation and life-improvement.

6.6.2 Preparation of Teaching-learning Materials

Adult education programmes require learner-specific and context-sensitive teaching-learning materials such as primers, teachers' guide, teaching aids, learning materials, supplementary readers, workbooks, etc. Teachers and students have different talents which can be used for the preparation of above materials. Students can help in writing literacy primers, drawing pictures for the text, writing folders/pamphlets, organising wall papers, preparing simple audio-visual aids, and so on (Gode, 1979).

Preparation of materials is not the job of one or two individuals, it has to be done in a team. The team should consist of subject experts, linguists, artists, etc. The University departments of Linguistics in collaboration with the Departments of

Adult/Continuing Education should play a leadership role in the conduct of research on materials and help to produce quality, suitable and tailor-made materials. The job of material preparation is best undertaken in workshops, so that there is collective thinking and team work. The university is a place where different experts are available on the campus. The material prepared by a team should be pre-tested in the field and revised according to the feedback received. Here the researchers and students would help in pre-testing the materials and recording the feedback in a scientific way. Further, the nodal department should incorporate all suggestions, before the materials are sent for printing. It is important to remember that there is always scope for additions, deletions, corrections and improvements in course of time.

6.6.3 Providing Technical and Academic Resource Support

Universities have to take a lead in extending technical and academic support, such as development of curriculum, appropriate teaching and learning materials, training, evaluation etc. These services have been described as resource support, and are expected to be relevant to the needs of the learners and to have sufficient flexibility for use in different kinds of programmes organized by different implementing agencies. The importance of resource development in adult education programmes is that, it not only affects the quality of the programme, it improves the efficiency of adult education functionaries and the motivation of the learners. The university departments are the right agencies for the maintenance of satisfactory standards in resource support.

Universities/colleges particularly the Departments/Centres would be involved in designing and developing curricular framework and learning materials for various types of adult and continuing education programmes; certification of these courses; organizing training and orientation courses for key resource persons; production of material suitable for literacy courses and for neo-literates; preparing multi-media packages for short duration vocational training courses; and conducting research and evaluation pertaining to the problems related to adult and continuing education programmes. They should be given the responsibility of designing the courses, preparing suitable materials, orienting the personnel, conducting research and evaluation.

Universities can undertake evaluation work of the various programmes organized by the government and NGOs for improving the quality of delivery services. They can focus on the following four areas:

- 1) Effect of socio-economic and developmental programmes on the social environment of rural communities;
- 2) Determining the necessary social, economic/educational conditions for the campaigns against poverty or illiteracy to be successful;
- 3) Preparation and experimentation of teaching materials/methods/monitoring and evaluation system; and
- 4) Preparation of situation studies by identifying basic socio, economic and cultural needs.

Universities can also assist various organizations in preparing reports such as Periodic Reports, Annual Reports, Final Project Reports, etc. They can also extend help in documenting the work done by the organizations in the process of carrying out the projects and programmes.

6.6.4 Linkages and Networking with Different Implementing Agencies

Adult and Continuing Education programmes can be implemented through a determined effort of all sections of society. It is the responsibility of the central and state governments, voluntary agencies, educational institutions, local self governments, etc. Agencies such as Nutrition Board, Central/State Welfare Boards, Central/State Child Welfare Councils, Rotary, Family Planning Association/Foundation of India should be encouraged to collaborate with the universities/colleges in organising adult education programmes. Adult education functionaries are strengthened through networking with NGOs, Developmental Agencies and participate in national and international events in the field. Universities can work towards networking in many areas such as participating in national and international events connected with adult education; providing support to Zilla Sakshratha Samitis (ZSS) for implementing target-specific programmes by ZSS; evaluating TLC/PLC/ CE programmes and on-going adult and continuing education programmes; cooperating with Rural Development Department of the Central Government and other departments for conducting training programmes related to Rural Youth for Employment under TRYSEM, DRDA and other agencies.

Universities are the right agencies to collaborate with the National Literacy Mission, State Literacy Mission, District Literacy Societies, Nehru Yuvak kendras, etc., to make the programmes more effective. Universities should also undertake collaborative programmes and network with business and industry; NGOs, Civil Society, development and government agencies and International organizations / universities and agencies such as UNESCO, UNICEF, UNDP, International Council for Adult Education, Asia South Pacific Bureau for Adult Education and other similar organisations (UGC, 2002).

Universities can collaborate in implementing several programmes in areas such as women's equality, environmental protection, soil conservation, population education and women's empowerment, etc. Universities should procure all relevant literature on developmental programmes of the government for their use in the adult education programmes. Functionaries from the development departments should be involved in planning and implementation of the programmes. They should also be involved in the Advisory Committees, Boards of Studies etc. Linkage of adult education with the developmental programmes should be an important component of the training of adult education functionaries.

6.6.5 Promoting Coordination

Coordination is essential for efficient implementation of a programme where more than one agency/organisation is involved. Coordination at all levels not only helps to avoid duplication and overlapping of facilities or services, but also helps in strengthening the programme (Gode, 1979).

Since the adult education programme aims at not only literacy but also on functional development and awareness, the different activities in the programme will have to be coordinated with the developmental agencies for better utilisation of services and for more effective results.

Cooperation and coordination at different levels, such as university, college and community levels, are needed for effective use of the potential available in the

respective levels. For example, the departments of Economics, Sociology, Social Work, Languages, Music, etc., at the university level could work together, each making their contribution to the adult and continuing education programme. The activities of the departments are coordinated with the activities of other welfare organizations which exist in the community. For example, if there exists a creche in a slum, one can coordinate with this organization so that the women having problems of where to keep the child when they attend the center can use the creche for this purpose.

Various agencies catering to the various needs of the people are in existence in and around the community. In the villages, for example, there are primary health centres, the Block Development office, the Zilla parishad office, etc. A doctor from the primary health centre can talk to the learners about the preventive aspects of certain common diseases and guide them about various aspects of health. All such organizations that can be of some help to the running of the adult and continuing education centres must be tapped and made maximum use of.

Thus, coordination plays a very important role and therefore this element must be given importance to avoid unjustified duplication, overlapping of functions, undue rivalry in claiming credit for particular achievement, arising from overlapping and conflicting viewpoints of professional personnel.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under "Answers to Check Your Progress".

4) i) Mention the steps involved in organising Adult, Continuing Education and Extension work and Field Outreach activities.

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ii) What are the special roles to be performed by the Universities in the context of Adult, Continuing Education and Extension programmes?

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6.7 LET US SUM UP

In this unit, we have presented to you an overview of the role of educational institutions, teachers, researchers and students, Chronology of extension in the university system, efforts made by the University Grants Commission, roles and functions of the Departments of Adult, Continuing Education and Extension, approaches and strategies for adult, continuing education and extension, and steps involved in organising Adult, Continuing Education and Extension (ACEE) activities. Further, we have also presented about the special roles of the Universities in the context of ACEE such as training of functionaries, preparation of teaching-learning materials, providing technical and resource support, establishing linkages with various agencies and promoting coordination in implementation of programmes. This overview will not only help you to understand the role of universities/colleges and students in implementation of adult, continuing education and extension programmes, but also help you to read and understand further materials on these aspects with more clarity.

6.8 ANSWERS TO CHECK YOUR PROGRESS

- 1) i) Besides teaching and research, universities/ colleges have accepted extension as the third dimension of their programmes. They have begun to play a big role in the sphere of adult and continuing education. Evening classes are being conducted for the benefit of those people who are working in different establishments; Open/Distance Education is provided to help the non-starters, dropouts; Adult and Continuing Education Centers are being organised in rural areas; summer and weekend classes are offered by many universities; Extension and field out reach activities are organised for specific disadvantaged groups. Universities are in a position to collaborate with the National Literacy Mission and other agencies for participation in collaborative programmes like women's equality, environmental protection, soil conservation, NSS activities, population education and women empowerment.
- ii) The teachers, researchers and students are expected to motivate, direct and accelerate the process of socio-economic transformation of society. Students of each department, after proper orientation, have to be entrusted with extension programmes in the areas of their interest. For instance, students of Botany and Chemistry departments can give technical guidance in certain aspects of farm technology. Students of Commerce, Economics and Rural Development can educate the farmers about the various benefits from developmental schemes and help to eliminate the role of middlemen. Students of adult education can organise adult and continuing education centers for farmers, women and artisans.
- 2) i) In 1977, the University Grants Commission incorporated Extension into its policy statement for Higher Education and participated in adult education when the National Adult Education Programme (NAEP) was launched in 1978. Then, during the first three years i.e., 1978- 1981, the Centres/ Departments for Adult and Continuing Education were set up in Universities which organised Adult Education Centres (AECs) with student instructors and supervisors. Till 1983, the University field outreach programmes continued to be limited to literacy, post- literacy and continuing education.

In 1984, the UGC introduced the Scheme of Population Education under the extension dimension. Besides the population education clubs, Planning Forums were started in 1985. Point No. 16 of the 20 Point Program (1983-89) was introduced with an aim to involve the students and teachers for the eradication of illiteracy. Area Development Approach (1988) was adopted when a number of development projects were started. The Mass Programme for Functional Literacy was started in 1985 to involve students and teachers in eradication of illiteracy. In 1992 the UGC issued a new set of guidelines for involving universities in Total Literacy Campaigns. The Universities were associated with Zilla Saksharata Samitis and involved in organizing training, professional development of the discipline, conducting research, coordination with government and non-government organisations, etc.

In the Ninth Plan, attention was given to Adult and Continuing Education for university groups, and to groups which did not have access to the university system. During the Ninth Plan (1997-2002) the UGC implemented schemes such as students' counselling and career guidance, e-learning, development of academic courses, continuing education courses, vocational career oriented programmes and extension and field outreach activities.

- ii) Under the XI plan, UGC intends that the Departments of Adult, Continuing Education and Extension should play a major role in the development of expertise in the subject of Adult, Continuing Education, Extension & Field Outreach. As visualized earlier in the Ninth Plan, all universities are to establish a Department for institutionalizing extension and for meeting the current demands of adult and continuing education in their respective areas of operation. The extension and field outreach programmes have to focus on: continuing education programmes; communal harmony and peace education; human rights and rights of vulnerable groups; environmental issues; panchayats and development issues; health education for the community and through the Health Care Centre of the university; women's empowerment; and social issues and gender issues.
- iii) The Departments of Adult, Continuing Education and Extension from the beginning were actively involved in performing the roles and functions in the field of adult education. They are: a) Teaching courses in Adult and Continuing Education and Extension & Field Outreach; conducting orientation and refresher courses for university and college teachers; and undertaking research in the subject; b) Playing the Catalyst Role for all Extension and Field Out-reach Programmes; serving as a technical resource centre for university's community-based activities; c) The department shall undertake collaborative programmes and network with business and industry; d) Documentation and Dissemination-Publication of news letters, journals, magazines, e-journals, creation of an interactive website, preparation of materials, dissemination of materials and information, etc.; e) Monitoring and evaluation of activities and field programmes of the department and of the colleges.
- 3) The approaches/strategies that are adopted must be location-specific. All the approaches may not be suitable or appropriate in every situation. Some approaches are useful in a particular location. Therefore, it is suggested that every institution must find a particular extension strategy/ approach, which will be suitable in a particular location. Some of the approaches such as Field/ Community trip approach, Excursion method, Extension approach,

Project approach, Institutional approach and curricular approach, are relevant for community service by the university departments.

- 4) i) The steps involved in organising the Adult/Continuing Education, Extension and field out reach activities are: a) Selection of the Village/ Slum for Extension work which is accessible to the university/college; b) Planning the extension work in a systematic way by pointing out what, why, when, how, and by whom, the task has to be completed; c) Identification of community needs in the project area in order to meet their pressing needs; d) Development of strong rapport with the members of community to help the students to identify themselves with the community; e) Considering the needs of the community / clientele and workers (students) and taking into account their human and material resources, projects must be selected; f) Motivation of the staff and students towards community work is crucial; g) Mobilization of resources such as human, financial and material are necessary for carrying out the extension / community project; h) Allotment of time for field/extension work in consultation with the concerned village or project authority; i) Training of staff and students to carry out the projects effectively and monitor the projects; j) Provide guidance and coordination for the successful implementation of the community activities; k) Evaluation will be an integral aspect of planning, implementation and overall monitoring of the of the extension work; and l) Reporting on the activities should be an integral aspect of extension work.
- ii) Universities are expected to perform special functions such as training of functionaries, preparation of teaching-learning materials, networking of organisations, coordinating, providing resource support in the context of adult, continuing education and extension:
 - a) Training of functionaries - Universities are competent in organising initial training programmes for the functionaries of adult and continuing education. Since the Departments/Centres of Adult, Continuing Education and Extension in the universities are equipped with good infrastructure and staff, they can take steps in conducting training programmes for the field functionaries on both content and methodology.
 - b) Preparation of Teaching/Learning Materials - A university is the place where we get all the subject experts, linguists, artists, etc., on the campus. The teachers and students have different talents and the same could be used for the preparation of above materials. Here the researchers and students would help in pre-testing the materials and recording the feedback in a more scientific way.
 - c) Linkages and Networking with different Implementing Agencies - universities are the right agencies to collaborate with National Literacy Mission, State Literacy Mission, District Literacy Society, Nehru Yuvak kendras, etc., to make the programmes effective. The universities shall also undertake collaborative programmes and network with business and industry. They can also collaborate in implementing programmes such as women's equality, environmental protection, soil conservation, population education and women empowerment, etc;
 - d) Providing technical and academic resource support - The universities have to take a lead in extending technical and academic support services, such as development of curriculum, appropriate teaching and learning materials, training, evaluation, etc.

- e) Promoting Coordination - Coordination at different levels such as university, college and community levels is needed for effective use of the potential available at different levels. The activities of the departments are coordinated with the activities of other welfare organisations which exist in the community.

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UNIT 7 **ROLE OF NON-GOVERNMENTAL ORGANISATIONS**

Structure

- 7.0 Introduction
- 7.1 Objectives
- 7.2 Non-Governmental Organisation
 - 7.2.1 Concept and History
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 - 7.2.3 Types of NGOs
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7.0 INTRODUCTION

Non-Governmental Organisations (NGOs) are becoming increasingly important in the field of development. NGOs are a very important link between people at the grassroots, civil society and the state. They are diverse both in terms of organisational form, structure and culture and in terms of the issues they cover. Their involvement is not only seen in the implementation of governmental programmes but also in the process of formulation of public policies, and even in the enforcement of social legislation.

This unit will discuss Non-Governmental Organisations, their objectives, community support, projects and innovations and monitoring and evaluation with a view to understand their roles and responsibilities in the present context.

According to Gangrade (2001) voluntary sector has always played an important role in society from time immemorial. The concept and approach in voluntary work has undergone many changes from time to time. From pure charity, relief and welfare oriented approach this sector has in recent times suitably modeled and equipped itself to meet the development needs of society. There is hardly any field which is not now touched by NGO sector/voluntary sector. The NGOs have acquired an important position in various fields at the national and international levels.

In 1994, at the Cairo International Conference on Population and Development, Governments unanimously endorsed, through the programme of action, the need

to promote an effective partnership between all levels of Government and the full range of non-governmental organisations, and local community groups in the discussion and decisions on the design, implementation, coordination, monitoring and evaluation of programmes relating to population, development and environment. In the Cairo Conference, a call was made to the Governments and donors to ensure that NGOs are able to maintain their capacities.

In our country, the role of NGOs in various fields such as education, health, culture and social welfare has been increasingly recognised.

Hasheni (1990) is of the opinion that NGOs and their members are organised in such a manner that they appear to be participatory. There is a need to institutionalise the role of NGOs in various fields through strong policy directives and implementation of such directives must be ensured by the Government of India and State Governments.

The voluntary sector earlier was confined to the role of the capacity building, awareness raising and mobilisation of the community. During present time NGOs are no longer confined to their traditional domain of health, education and welfare. Today they are also taking up sophisticated technical assignments in various technical fields like water resources, watershed, forestry, environment, Human Immuno-Virus (HIV) or Acquired Immune Deficiency Syndrome (AIDS), drug abuse and consumer rights.

A large number of Indian NGOs is now manned by professionals and technocrats of high caliber. Under the changing scenario, competent NGOs need to be involved in all the developmental fields, including technical fields.

In the age of globalisation and consumerism when every field is being opened up for the industries, private sector and multi-nations, NGOs are also playing their important role especially in the field of social sector – education and health. The NGO sector has contributed significantly in finding innovative solutions to poverty, deprivation, social discrimination and social mobilisation. It also includes service delivery, training, research and advocacy. The NGO sector has been serving as an important non-political link between the people and the Government.

7.1 OBJECTIVES

In this unit we intend to provide an overview of the concept, scope and coverage of Non-Government Organisations. The unit will also analyse the role of community based organisations, formulating projects, monitoring and evaluation. Some success stories, constraints and lessons learnt in the voluntary sector will also be considered in this Unit.

After having gone through this unit, you should be able to:

- Explain the concept of Non-Governmental Organisation;
- Describe new projects and innovations in the social sector;
- Explain monitoring and evaluation in the context of voluntary sector; and
- Understand some success stories and constraints in voluntary sector.

Let us begin with the concept and history of NGOs.

7.2.1 Concept and History

Commission of Non-Governmental Organisations (2000) defines a Non-Governmental Organisation (NGO) as any non profit, voluntary citizens' group which is organised at a local, national or international level. Task oriented and driven by people with a common interest, NGOs perform a variety of service and humanitarian functions, bring citizens' concerns to Government, advocate and monitor policies and encourage political participation through provision of information. Some are organised around specific issues, such as human rights, environment or health.

Deborah (1997) specifies the role of NGOs in terms of the capacity building. The NGO sector has often been described as extremely diverse, heterogeneous and populated by organisations with hugely varied goals, structures and motivations. It is not easy to define an NGO. It cannot be based on any legal definition, given the wide variations in laws related to NGO activities.

World Bank Operational Manual (1989) defines NGOs as organisations that are entirely or largely independent of government and characterised primarily by rather than commercial. The terminology varies; for example, in the United States they are called, private voluntary organisations, and most African NGOs prefer the label, "Voluntary Development Organisations". These can be reproduction related NGOs, consumer and credit cooperatives, charitable and religious associations.

NGOs vary in terms of manpower and professional staff depending upon the number of objectives they carry out. Operational NGOs contribute to the delivery of services (such as in the field of welfare), whereas in the primary aim of advocacy an NGO influences the policies of public authorities and public opinion in general. Some of the characteristics shared by different NGOs are as follows:

- NGOs are independent, in particular, of government and other public authorities and of political parties or commercial organisations.
- They are accountable to their members, donors and even with the funding agencies in terms of programme planning and implementation.
- They have their own governing bodies, office bearers and the procedure for the election as per the Registrar of the Societies.
- NGOs are formed voluntarily and there is usually an element of voluntary participation in the organisation.
- NGOs are not created to generate personal profit. However, they receive grants, donations from national and international sources.

NGOs are also called as 'voluntary organizations' or 'civil society organisations'.

A Non-Governmental Organisation is a legally constituted organisation created by private persons or organisations with no participation or representation of any government. In cases in which NGOs are funded totally or partially by governments, the NGO maintains its non-government status insofar as it excludes representatives from membership in the organisation (<http://www.wikipedia.com>).

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under “Answers to Check Your Progress”.

1) i) Define NGO as explained by Wikipedia.

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ii) What are the two important social sectors covered by NGO?

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Globalisation during the 20th century gave rise to the importance of NGOs. NGOs have evolved to emphasize humanitarian issues, developmental aid and sustainable development. A prominent example of this is the ‘World Social Forum’ which is a rival convention of World Economic Forum. The fifth World Social Forum in 2005 held in Brazil was attended by more 1000 NGOs including Indian NGOs.

Registered Societies: Societies Registration Act 1860 is a Central Act for registering non-profit organisations. Almost all the states in India have adopted the Central Act for creating state level authorities for registering various types of non profit entities. According to the Act, any seven persons who subscribe to the Memorandum of Association can register a society. The memorandum should include aims of society, its objectives, its names, addresses and occupation of the members.

NGOs have a long history at the international level, dating back to mid 19th century. They were important in the anti-slavery movement and the movement of women’s suffrage and reached a peak at the time of the world Disarmament

Conference. However, the phrase non-governmental organisation only came into popular use with the establishment of the United Nations organisation in 1945 with provisions in Article 71 of the chapter 10 of the United Nations charter, for a consultative role for organisations which are neither governmental nor the member states.

The definition of International NGO is first given in resolution 288(x) in 1950 as any International organisation that is not founded by an International treaty. The vital role of NGOs was recognised in chapter 27 of Agenda 21. An NGO can be created for public charitable purposes. There is no all India Act for setting up public Charitable Trusts. Some of the states in India have enacted the public Charitable Trust Act. An NGO can be created only under a Public Trust Act.

Diane (2004) in Transfer Agents and Global Network emphasised that globalisation during the 20th century gave rise the importance of NGOs. NGOs have developed to emphasize humanitarian issues, development aid and sustainable development. In the Fifth World Social Forum (2005), more than 1000 NGOs participated to discuss poverty and social issues.

A Trust can be registered in one state, but the same has the scope to operate in any number of states.

Private Trusts: A private Trust created under governed by the Indian Trust Act of 1882, aims at managing assigned Trust properties for private or religious purposes. A private Trust does not enjoy the privileges and tax benefits that are available for public Trust or NGOs.

7.2.2 NGOs in India: Emergence and Role

NGOs or voluntary organisations in India are shaped by a variety of factors; they have been nurtured and threatened in turn as the dominant political outlook has oscillated between liberalism and statism. Diverse in their functions and purposes, they serve primarily a vast and assorted population of informal workers. A sizeable sum from public and foreign sources is expended by this sector. And yet the sector has 'received surprisingly scanty attention from academic researchers and social analysts.

Kaplan (1999) analysed the classical statement of the organisational development approach to development with particular relevance to smaller, indigenous NGOs. Population Foundation of India (1999) emphasised on encouraging the role of Indian NGOs for forming opinion of Panchayati Raj Leaders, local tradition dais, aganwadi workers and private practitioners to participate in planning and implementation.

Voluntary organisations tend to be emotional and ideological rather than reflective and rational. Descriptions of voluntary organisations tend to either praise or denounce them – what is missing is an effort at understanding and interpreting them. Voluntary associations have been seen alternatively as the 'harbingers of silent revolution', 'handmaidens of global imperialism', and 'footnotes in India's development'.

If voluntarism was inspired by religion and political ideology, commitment to normative pluralism facilitated its growth. National elites, already steeped in the indigenous cultural conception of society as autonomous of the State, readily

embraced normative pluralism. Their commitment has been manifested in several ways. Formally, the Constitution guarantees the right to form organisations to Indian citizens. In addition to this legal provision, certain practices and norms were developed which promoted voluntary organisations.

First, from the very outset Indian policy-makers had developed a tradition of consulting social elites and groups. Representative committees were created to secure opinions from various groups in society, and their views were solicited in formulating major domestic policies, even as a centrally planned model of development was adopted.

Second, voluntary organisations were involved not only in formulating policies, but their help was also sought in implementing programmes. The Planning Commission itself had realized at the outset that the task of development was so large and so complex that the State alone would not be able to accomplish it. Accordingly, the very First Five Year Plan document had carried a plea to voluntary organisations to become involved in the task of development, mainly by implementing government programmes. Appropriate financial provisions were also made for them. Beginning with an allocation of Rs.4 crore in the First Plan, the voluntary sector has been receiving increasing amounts of public funds. In the Eighth Plan it rose to Rs.750 crore and multiplied in subsequent plans.

Finally, because of the stand of international aid agencies, an extraneous factor has also played a conducive role. In the 1970s, the philosophy and strategy of the international development community began to change. Foreign aid donors started to focus their attention on voluntary organisations as supplementary delivery vehicles for development. They began to channel large amounts of developmental aid to those organisations which worked directly for the poor instead of for the governments. This access to financial resources led to mushrooming of voluntary organisations.

The activities of voluntary organisations can be seen in a new way. Many typologies of voluntary associations have been developed, and the proposed typology makes no radical departure from them. It differs from them only in emphasising the political activities of voluntary associations. The activities can be considered under three heads; developmental, political and catalytic.

Developmental, catalytic and political activities are not mutually exclusive, and most voluntary organisations pursue some combination of all three, often in conjunction with each other or as a series of successive steps. However, both voluntary associations themselves and the researchers have shied away from focusing exclusively on political activities.

7.2.3 Types of NGOs

Apart from NGO, alternative terms are used such as *Independent Sector*, *Voluntary Sector*, *Civil Society*, *Grass-roots Organisation*, *Transnational Voluntary Organisation*, *Self Help Groups* and *Non-State Actors*.

The primary purpose of an operational NGO is the design and implementation of development related projects. The primary purpose of an Advocacy NGO is to defend or promote a specific cause. As opposed to operational project management, these organisations typically try to raise awareness, acceptance and knowledge by lobbying with the government, and media advocacy activism.

The small NGOs (Population Foundation of India, 1989) work at the grassroots levels for advocacy capacity building and provide information to the community. Information at the grassroots level will help in generating demands at the various levels. As it is rightly stated, development is the best contraceptive.

United States Agency for International Development (USAID) refers to NGO as private voluntary organisations. However, many scholars have argued that this definition is highly problematic as many NGOs are in fact state and corporate funded and manage projects with professional staff.

NGOs exist for a variety of reasons, usually to further the political or social goals of their members or donors. Examples include encouraging the observance of human rights, improving the state of the natural environment, improving the welfare of the disadvantaged or representing a corporate agenda. There are a huge number of such organisations and their goals cover a broad range of political and philosophical positions.

NGOs have several names and alternative terms. However, there are by and large called Non-Governmental Organisations.

7.2.4 Methods

NGOs also vary in their methods. Several NGOs work on education and health. Oxfam is concerned with poverty alleviation and Prayas is concerned with education. Population Foundation of India works in the areas of health and environment.

Public relations: Non-Governmental Organisations need healthy relationships with the public to meet their goals. Foundations and Charities use sophisticated public relations campaigns to raise funds and employ standard lobbying techniques with governments. Interest groups may be of political importance because of their ability to influence social and political outcomes.

Consulting: Many International NGOs have a consultative status with United Nations agencies relevant to their area of work. However, initially only 41 to 50 NGOs had consultative status, which became 3550 by 2003.

Project Management: There is an increasing awareness that management techniques are crucial to project success in non-governmental organisations. Normally, NGOs focus on the community issues and also on environment. NGOs are also working as part of International relations. They are also directly involved in local action.

Management: Diverse management styles deal with different work-cultures in an organisation. To develop the organisation, individuals have to be able to contribute in the decision making process and they need to learn by the following processes:

Staffing: All the staff of non-governmental organisations are not volunteers. Some of them are working in specific projects.

The NGO sector is gradually becoming an important employer in terms of numbers. Since the government sector is minimising its roles and responsibilities and increasing role is provided to the non-governmental sector, the manpower is

gradually increasing in the voluntary sector. For example, school health program in India earlier the government through its doctors and nurses were taking care of the health check-up of the children in primary schools. Now, this responsibility is assigned to the voluntary sector.

In the case of Sarva Shiksha Abhiyan of Universalisation of Elementary Education (UEE Mission), the voluntary sector is involved in enrolling and mainstreaming the learners of the age-group 6-14. The Sarva Shiksha Abhiyan is operating in each state.

There are several methods through which NGOs operate in their respective areas. Staffing pattern and their capacity building is very important.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under "Answers to Check Your Progress".

2) i) Mention any educational program in which voluntary sector is contributing.

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ii) What is the role of small NGOs at the grassroots levels?

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7.2.5 Legal Status

While creating an NGO, its objects are defined in the deed of creation, viz; care of the sick, disabled, economically weak, illiterate, old, women, children, agriculture and rural development, environment, animal welfare, any other social, cultural or educational activities. The NGO may be focused on one or several activities, stated in the memorandum of association.

Broadly speaking NGO is an association of persons, and that it can be created by one of the three modes, viz; either by i) registration under the **Indian Trust Act, 1882 (or Charitable Religious Trusts Act, 1920)**, or by ii) registration under **Societies Registration Act, 1860**, or by iii) registration with the **Registration of Companies, under section 25 of the Companies Act, 1956**.

- i) **Creation of an NGO as a Trust:** It is the simplest and easiest mode of setting up an NGO, and thus commence charitable/social work for the purpose of public good without any fear or favour and without any motive of profit, directly or indirectly. It is a legal entity where the trustees work as per the objects and rules defined in the trust deed. The contents of the trust deed must include – the name of the trust, its address, the settler, the trustees, the beneficiaries, the objectives, the procedure to appoint/remove trustees and any other condition that the settler may wish to enforce. In Chandigarh, the trust deeds are registered by the Sub-Registrar/Tehsildar.
- ii) **Creation of an NGO under Societies Registration Act, 1860:** As mentioned in the foregoing, an association of persons has to be well organised and enjoys the status of a legal entity, to function as an NGO effectively. The commonest mode of creation of NGO is through registration under Societies Registration Act, 1860. Such societies are established for the promotion of charitable objectives, besides the promotion of literature, science or fine arts. Some states have made minor modifications in the said Act, to enlarge the scope of societies or to give broader meaning to them.

Any seven or more persons associated for any literary, scientific or charitable purpose, or for any such purpose, as is described in Section 20 of this Act, may, by subscribing their names to a memorandum of association, and filing the same with the Registrar of Societies, can form themselves into societies under this Act.

- iii) **Incorporation as a non-profit company: Section 25(1) of Company Regulations, 1956:** This is the least exercised option since it is expensive and cumbersome. If it is private company at least 2 members are required, if it is for public purpose, at least 7 members are required.

7.3 COMMUNITY SUPPORT

NGOs can obtain community support in two ways.

7.3.1 Encouraging Local Initiatives

The Community Based Voluntary Organisations have the vital responsibilities to encourage local initiatives in terms of mobilisation and environment building. The local persons or the stakeholders can bring about meaningful change. For example, in Targeted Intervention Program of National AIDS Control programme (2007), each voluntary organisation has to mobilise local people. The experts while evaluating the programme has to ensure that the local persons, especially various stakeholders, have been taken into confidence. The involvement of local people should be ensured by mobilization camps, street plays, awareness camps, sensitisation workshops, and also by involving the local people as volunteers.

Voluntary organisations working in the field of Education, Health and on other social development issue have to involve local people in their programmes. Such

initiatives need to be documented as success stories, constraints felt and lessons learnt. Voluntary organisations should function on the principles of 'for the people by the people and of the people'. Bhagidari Scheme of the Delhi Government in each Ministry is one of the examples of involving local people in Shrishakti Camps, Gender Resource Centre, and by encouraging Resident Welfare Associations in the local initiatives.

The importance of non-governmental organisations in micro/local level intervention can not be ignored. It is well known that Government agencies implement programmes which are planned at the macro level for the benefit of a large section of the population. The NGOs work in isolated pockets, on issues touching the people, at the grassroots.

7.3.2 Enlisting Community Support

As defined by Olivier de Sardan (2005), one of the axioms of community development is that knowledge and experience are vital sources of understanding defines. Chambers (1997) states that local knowledge transfers top down bureaucratic planning, and may even reverse deep rooted patterns of social power and hierarchy. Various examples of grass-roots movements can be cited to illustrate their issues, strategies, and nature. The Chipko movement led by Chandi Prasad Bhat in the hills of Uttaranchal galvanised local villagers to protect the felling of trees until an acceptable solution was worked out with the government. Nalini Nayak and Fr. Thomas Kocherry have mobilised coastal fish workers to protect their traditional rights and livelihood. In Madhya Pradesh, the Narmada Bachao Andolan led by Medha Patkar has resulted in sustained peaceful protest by tribals and peasants living in the Narmada Valley – primarily against displacement of tribal people and flooding of their land by a large dam project. The Self-Employed Women's Association (SEWA), a union of women workers in Gujarat, responds to the specific needs of poor self-employed women by providing access to credit and so forth; unlike the other movements, it is not operating in the anti-state space and often "practices a politics of part autonomy from, part engagement with the state. Like the NGOs, these struggle-oriented grassroots movements also form networks to enhance their efficacy. The National Alliance for People's Movements was formed as an umbrella group of more than a hundred grassroots organisations to intervene in the process of economic and political decision making from the perspective of poor and ordinary people. The National Front for Tribal Self-Rule (NFTSR) represents tribal movements and communities from across the country and successfully spearheaded the movement for extension of self-rule to tribal areas. In addition to these large alliances, activist organisations like the People's Union for Democratic Rights (PUDR) and People's Union for Civil Liberties (PUCL), mostly made up of educated urban progressives, have also played a significant role in supporting grassroots movements through media advocacy and judicial intervention.

The majority of the development literature makes a distinction between governmental and non-governmental organisations, particularly with respect to their different roles, functions and objectives. The whole issue, which is associated with NGOs to work together with governmental and inter-governmental institutions, basically rests on their presumed capacity to reach the poor and on the qualities of innovation and flexibility as well as how they view their roles as an active and effective co-partner in articulating more responsibility for a better understanding of some of the macro-policy issues which go beyond the limited

local environment in which they work. Nevertheless, *one of the basic reasons for the recent focus on NGOs is that they are perceived as being able to accomplish a part of the development process that national governments are not able or willing, to do.* Hence, it is generally recognised that NGOs can have a great potential impact on public policy by interacting with their governments. But it is also important to note that there are vast regional and international differences in relationship between NGOs and governments. For example, NGOs in India are supported and encouraged by the government and are registered with the government and work closely with it. Similarly, NGOs in Africa frequently need to work closely with their governments and try not to antagonise the authorities. On the other extreme, most NGOs in Latin America have historically worked in opposition to the government. In recent years, there is a growing momentum of the emergence of NGOs in Nepal as a major collective actor in development activities, as a result of the changed political scene. Presently, the term has been in use rather quite flexibly to accommodate all the NGOs which would like to be designated as quasi-official in nature because of the close link and support they draw from government establishments. Thus, the nature of the canvas of the NGOs in Nepal is increasingly being recognized as highly relevant to the problems of the rural and urban poor. However, as the vast majority of poor in Nepal are concentrated in rural areas, the NGOs have a special role to play as agents of change and catalysts of development in the villages, by complementing and supplementing the activities of the government and other developmental agencies.

The range and diversity of the growth of NGOs is immense, and the literature and the documentation of their activities are expanding geometrically. However, the evolutionary trends of institutionalized form of such organisations can be traced back to the late 19th and early 20th centuries, particularly in the Western World where the history of social organisation seems to have been largely influenced by the *laissez faire* movement on the basis of the promulgation of *the theory relating to minimisation of State-intervention, on the one hand, and dissemination of the concept of 'Volunteerism' in a more planned and organised way, on the other.*

The nineties was an interesting decade in the context of global priorities towards massive expansion of the NGOs, both in terms of the changing direction of the flow of aid funds sector-wise and country-wise. Indeed, social development is the broadest arena in both national as well as international context within which NGOs provide their contribution, which naturally addresses several strategic questions pertinent to prospects, constraints, weaknesses and strategic objectives to future NGO development. Thus, community support in various arenas developed during 19th and 20th century. Since mid 1980s, NGOs have been the primary focus for localized civil society driven interventions in development and this has resulted in marked increase in the number of NGOs operating throughout the developing world.

Community Organisation: 'Community organisation' viewed from a humanitarian approach to solve the problems of the community, is as old as society itself. But viewed as one of the methods of social work profession it is of very recent origin. There is much ambiguity and vagueness as to the precise meaning of the term 'Community Organisation'.

Murray G. Ross (1904) defines community organisation as a "process by which a community identifies its needs or objectives, gives priority to them, develops

the confidence and will to work at them, finds resources – internal and external – to deal with them, and in doing so, extends and develops co-operative and collaborative attitudes and practices within the community”.

In other words, community organisation is a process and a method of organising the community. Its broader definition can be: Community organisation is the process by which the social system of the community provides for integration and adaptation within the community. This is a process which continues regardless of the work of the community organiser whose function is to initiate, nourish and develop this process. In participating in this process the community organiser should have regard for certain values relating to the forms of social change and the means by which they may be brought about.

Community organisation for social welfare (or community welfare organisation) is the process of bringing about and maintaining adjustment between social welfare needs and social welfare resources in a geographical area or a special field of service.

7.4 PROJECTS AND INNOVATIONS

Project-formulation and new innovations are keys to the development of the non-governmental organisation. The funding agencies at the National and International levels require systematic projects with new innovations. For developing projects, new innovative systems, like the following, are developed by various funding agencies.

Expression of Interest: A funding agency, before asking for detailed projects, requires ‘Expression of Interest’ by the organisation. It deals with the physical, financial and professional capacities of the voluntary organisation. It helps the funding agency in short-listing the organisation.

Executive Summary: For developing innovative projects, an executive summary is desired by the funding agency. It incorporates several points which are scored by the funding agency.

Vision: It incorporates the vision and mission of the voluntary organisation.

Objectives/Outcomes : The long and short-term objectives of the organisation and also about the specific project for which the organisation has applied.

Activities (Proposed): The first and foremost task is to enumerate major and minor activities to be undertaken to achieve the objectives of the project.

Time Schedule/Plan or Time Budget: It is also desired by the funding agency. The activity plan should cover the following details:

Time Plan

Programmes	Duration
• Need Assessment • Recruitment of the staff • Training / capacity building • Actual implementation • Mid term evaluation • Service delivery • Evaluation (Final)	Jan., Feb., March, April, May, June, July, Aug., Dec.

- **Funding** – The funding details of recurring and non-recurring expenditure. Funding should also specify the contribution of the organisation applying for the project.
- **Sustainability** – How the programme will sustain itself if the funding is de-linked or minimised.
- **Replicability** – What are the issues or important lessons learnt to be replicated by the organisation in other areas or by other funding agency.

Documentation and Dissemination: Project planning should also specify how the process will be documented and how the findings will be disseminated.

The funding agency may also provide time for the organisation to present the project proposal or may award the project on the basis of project proposal or may follow additional procedure.

Expert Visit: Some of the funding agencies have started visiting the organisation to understand and review the various capacities and physical infrastructure. The selection of the project is also done on the basis of the expert visit.

Infrastructure and Logistics: Tools and equipments for facilitating project work is also essential. The implementing agency should have the required infrastructural facilities and logistic support to carry out the project activities. Before initiating the implementation, it becomes necessary to review the existing infrastructural facilities and identify those needed in future.

Proper planning is also needed to ensure logistic support.

Periodic Staff Meeting: Staff members and those who are the stakeholders meet to review, plan and monitor the programme. Several funding agencies require weekly and monthly review meetings. Such meeting reviews the achievements and the future planning. Such meetings help the grass-roots workers to be in tune with the objectives.

Participation of the Community Members: It is to be ensured that all the stakeholders in the community are involved in the programme. Their participatory involvement helps in ensuring the success of the programme.

Field and Exposure Visits: Field visits in the project area and exposure visits by the project staff help in implementation and monitoring of the program.

This part deals with the actual implementation by the NGO and the process of implementation. The various steps are considered in this part of the chapter.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under “Answers to Check Your Progress”.

3) i) What is meant by ‘Expression of Interest’?

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ii) What is meant by 'Time Plan'?

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7.5 MONITORING AND EVALUATION

Monitoring can be defined as a process of measuring, recording, collecting and analysing data on actual implementation of the programme to identify any deviation from the planned operations. Monitoring can be both internal and external.

The programme staff monitors the programme in the field by various means. For an effective monitoring system, a plan for the main programme needs to be prepared thoroughly. The plan should identify key result areas and how they will be measured. It should also identify linkages of inputs and outputs. The monitoring process should consist of the following:

- Detecting deviations from the plans.
- Diagnosing causes for deviations.
- Taking corrective action.

For systematic implementation of any project, monitoring should be done systematically.

Evolving a System of Record Keeping: The first step in monitoring is evolving a system of record keeping. Targeted intervention project implemented by National AIDS Control programme has developed a list for monitoring regular records. It consists of following FACTS:

- F – Factual
- A – Accurate
- C – Concise
- T – Timely
- S – Simple

External agencies may also be involved in monitoring. Qualitative and quantitative indicators may be developed for monitoring.

Community Participation: We should secure community participation in monitoring. The continuous feedback should come from the community.

Evaluation: Evaluation is a continuous process aimed at correcting and improving actions in order to render the activities more relevant and effective. This involves different aspects of implementation of a programme, its relevance, its formulation, its efficiency and effectiveness, its costs and acceptance by the community. Evaluation is expected to identify problems and also possible solutions. Evaluation might be a continuous process or mid-term evaluation or final (summative) evaluation. The process of evaluation should cover the following points:

- Ensuring Information Support
- Verify Relevance
- Assess Adequacy
- Review Progress
- Assess Efficiency
- Assess Effectiveness
- Assess Impact

Evaluation of a project may be mid-term or final evaluation. Mid-term evaluation helps in analysing the progress of the project and the intervention required at that point. The final evaluation is carried out at the end of the project.

Methodology for Evaluation: The methodology of the evaluation of the programme depends upon the purpose of evaluation. For example, health programs of the Ministry of Health & Family Welfare, implemented through non-governmental organisations are evaluated each year to recommend the continuation for the next year. It consists of the records evaluation, field-visits and focus group discussions with the various project staff and other community people. The objective of the evaluation is decided on the basis of the programme, objectives and also the financial allocations. It involves success stories, case studies, sample field visits and evaluating the documents and also the capacities of the various staff in relation to their roles and responsibilities.

Evaluation helps in the next programme planning, programme designing or using the same interventions in the ongoing programmes.

Monitoring and evaluation are essential tools of the non-governmental organisations.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under “Answers to Check Your Progress”.

4) What is evaluation?

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7.6 LET US SUM UP

In this unit, we have presented an overview of non-governmental organisation at the global and national levels. It has also discussed projects and innovations, and monitoring and evaluation pertaining to voluntary organisation. The basic purpose of providing this overview is that you should be able to understand the above terms and the concepts as well as to further study the materials on these concepts with more clarity.

7.7 ANSWERS TO CHECK YOUR PROGRESS

- 1) i) A non-governmental organisation is a legally constituted organisation created by private persons or organisations with no participation or representation of any government. It can be formed at the state or national levels.
- ii) There are several sectors in the sphere of social-welfare. However, education and health are two prime social sectors.
- 2) i) Sarva Shiksha Abhiyan for the age-group 6-14 under Universalisation of the Elementary Education. SSA is being carried out under Sarva Shiksha Abhiyan.
- ii) The small NGOs at the grassroots levels can perform the role of advocacy, capacity building and providing basic information on education health and on other social development issues.
- 3) i) Expression of interest is the statement of physical, financial and professional capacities of an organisation, which is desired by a funding agency as a preliminary step towards project sanction.
- ii) Time plan means activities/programmes to be undertaken from January to December. In each project a development specific time-plan is desired.
- 4) Evaluation is a continuous process aimed at correcting and improving actions in order to render the activities more relevant and effective. There are formative (in-between) and summative (end) evaluation.

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UNIT 8 ROLE OF LOCAL BODIES, COMMUNITY AND INDIVIDUALS

Structure

- 8.0 Introduction
- 8.1 Objectives
- 8.2 Role of Local Bodies in Implementation of Adult Education Programmes.
 - 8.2.1 Concept of Local Bodies
 - 8.2.2 Selection of Centres
 - 8.2.3 Recruitment of Instructors or Volunteers
 - 8.2.4 Monitoring and Evaluation of Adult Education Programme
- 8.3 Role of Community in Implementing Adult Education Programmes
 - 8.3.1 Need and Significance of Community Involvement in Adult Education
 - 8.3.2 Gram Shikshan Mohim
 - 8.3.3 National Adult Education Programme (NAEP)
 - 8.3.4 Mass Programme of Functional Literacy (MPFL)
 - 8.3.5 Involvement of Students and the Youth
 - 8.3.6 Role of Community as a Voluntary Agency
- 8.4 Role Individuals in Adult Education
 - 8.4.1 Importance of Individuals in Adult Education Programme
 - 8.4.2 Role of Individuals as Mobilisers
 - 8.4.3 Role of Individuals as Teachers
 - 8.4.4 Role of Individuals as Volunteers
 - 8.4.5 Role of Individuals as Development Workers
- 8.5 Let Us Sum Up
- 8.6 Answers to Check Your Progress
- 8.7 References

8.0 INTRODUCTION

We all know that eradication of illiteracy is a major concern for all sections of the society; that illiteracy is a major obstacle for socio economic development in the society and it has been a prevalent phenomenon for decades. In fact, literacy paves the way for socio-economic development of the society. As a result, different methods, measures and efforts had been taken up for the removal of illiteracy through various forms of learning: formal, non-formal and informal. Special attention has also been given to adult illiterates in the age group of 15-35, who play a vital role in a country's economy. The post independence period witnessed drastic changes in the field of education in India by constituting various committees and commissions to suggest ways and means for improvement and overhaul of education in the country, right from 1918 to 1986 viz., recommendations of the Central Advisory Board of Education at its 14th meeting held at New Delhi in January, 1948, the recommendation on adult education of the Education Commission (1964-66), a policy statement 1977 on adult education and "National Policy on Education 1986. As a result, different measures and steps were taken up to promote and implement the adult education programme.

For successful achievement of the programmes, active participation of all sections of society is of paramount importance. With this aim in view, the Agenda for the Future in the Hamburg Declaration on Adult Learning, focuses on “common concerns facing humanity on the eve of the twenty first century and on the vital role that Adult Education has to play in enabling women and men of all ages to face these most urgent challenges with knowledge, courage and creativity, which requires partnership between government and non-governmental organizations, employers and trade unions, universities and research centres, the media, civil community level associations, facilitators of Adult learning and the adult learners themselves” (Pathak, 2003, p.284). Adult Education, which is a key to the 21st century, and is also considered as a challenges of the 21st century in the Hamburg Declaration, cannot be met by government, organizations or institutions alone. The energy, imagination and genius of people and their full, free and vigorous participation in every aspect of life are also needed. Here, we present how the local bodies, community and individuals can contribute and play a vital role in adult education programmes for the betterment of society. This unit deals with the constitutional provisions relating to local bodies, their concept and role in Adult Education programme; analyses the concept of community and its role in the implementation of the programme; and explains the concept and role of individuals in Adult Education programmes.

8.1 OBJECTIVES

In this unit, an attempt has been made to give you an overview of the concept and role of local bodies, community and individuals in bringing about successful implementation of the Adult Education Programmes in a more comprehensive manner.

After having gone through this unit, you will be able to:

- Explain the role of local bodies vis-à-vis promotion of Adult Education;
- Understand the concept of community;
- Explain the role of community in adult literacy and adult education programmes;
- Describe the importance of individuals in adult education programme; and
- Explain the role of individuals as mobilisers, teachers, volunteers in the developmental process.

8.2 ROLE OF LOCAL BODIES IN IMPLEMENTATION OF ADULT EDUCATION PROGRAMMES

It may be interesting for you to know how the local bodies were involved in educational management. In fact, with a view to strengthen democracy at the grassroots level, the “Indian Parliament passed the 73rd and 74th Constitutional Amendment Act, 1992 which was notified by the Central Government through official gazette on April 20, 1993 after it got ratification by the state legislature and was assented by the President of India. After the notification the Panchayati Raj Institutions have acquired constitutional legitimacy. This bill was introduced in the Parliament by P. V. Narashima Rao’s Government in September 1991,

with an aim to strengthen the Panchayati Raj Institutions of the country. It implies that the management of local affairs should be entrusted to the representatives of the people inhabiting the locality for they know the local needs and aspirations.” (Chopra and Chopra, 2005; and Chopra, 2007). “In India, local bodies are of two kinds- urban and rural. The urban authorities consist of corporations, municipalities and cantonment boards. At the village level, we have the village Panchayat, at block level the Panchayat Samiti and at district level the Zila Parishad” (Ibid: 612).

“The 73rd Amendment Act assigns enormous functions to the Gram Panchayat in matters relating to agriculture, adult education, libraries, animal husbandry, fisheries, cultural activities, public distribution system, etc. The Gram Sabha is given functions like rendering assistance in the implementation of development schemes, identification of beneficiaries, mobilization of voluntary labour, promotion of adult education and of unity and harmony among all sections of the society, etc” (Roma, 2004:12). The 73rd Amendment Act has the noble intention of giving power to the common people. Its objective is to empower people to have a greater say and role in their own affairs at the grassroots level. It encourages the participation of people in the formation and implementation of various development programmes so as to bring about a meaningful socio-economic change particularly in the rural areas. On the other hand, the 74th Amendment Act, under Article 243 (w) empowers the urban local bodies to prepare plans for economic development and social justice and to implement the schemes relating to the matters listed in the Twelfth schedule.

8.2.1 Concept of Local Bodies

Before we discuss the role of Local Bodies in implementation of the adult education programme, you need to have clarity on the concept of Local Bodies. Local Body can be defined as the person or organization or body that resides in a particular area. But in this context, local bodies imply Panchayats, Municipal Councils and Municipal Corporations concerned with adult Education. There is, however, wide-spread variation in the involvement of Local Bodies in educational management. Although the 73rd and 74th Constitutional Amendments has definitely highlighted the need for involvement of Local Bodies in education, there has hardly been any meaningful effort on the part of Local Bodies in the field of Adult Education. However, the delegation of powers to Local Bodies in education has already been started in India. For instance, “in Tamil Nadu, powers have been delegated to the local bodies to enforce Education Act, 1920, and the Madras Municipal Corporation Act, 1971.” (<http://www.roleoflocalbodies.com>). Under these Acts, the local bodies are the managing bodies for schools. Transfers and postings of teachers, maintenance of buildings, opening of new schools, organizing literacy campaigns, etc., were some of the responsibilities of these local bodies. “In Karnataka the local self-governments are responsible for planning, organizing, executing, monitoring and evaluating adult education projects. The Departmental officials of the Directorate of Mass Education at the district and sub-district levels assist the Mandal Panchayats and Zilla Parishads in this work.” (Seetharamu and Usha Devi, 2004: 155). In this way, efforts have been made to involve the local bodies in the educational programmes. Some of the roles which the local bodies can play are discussed below.

8.2.2 Selection of Centres

The local bodies, in co-operation with the departmental officials can identify the adult education centres to be located in a particular village or area by conducting a survey of concentration of illiterates. The local bodies are merely a co-ordinator in any area-based or centre-based programme, the functionaries, to start with the programme, should contact the local bodies formally and inform them about the programme to be undertaken. The Pradhan or village chief, in discussion with the villagers, can select the centre which may be either in a school or club or community hall or in any suitable place. A centre may be selected depending upon the availability of illiterate adults—male or female, if practicable, a separate centre for males and females is desirable. In this context, rational criteria may be evolved by the functionaries. In most of the cases, the local bodies take the decision regarding the location of centres in consultation with the departmental official or the functionaries. The Rural Functional Literacy Programme and the Mass Programme of Functional Literacy or National Adult Education Programme have to organise the programmes through local bodies, whether it was organized, administered and managed by the state Department of Education, state Directorate of Adult Education or any Voluntary Agency.

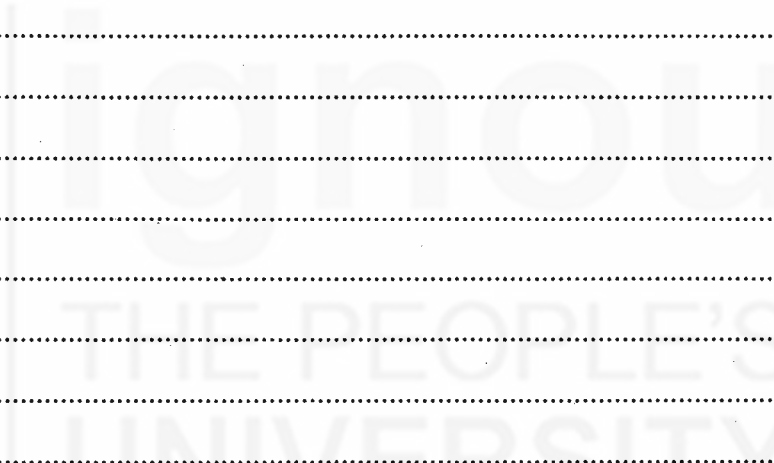
8.2.3 Recruitment of Instructors or Volunteers

Local Bodies may also assume the responsibility for recruitment of instructors or volunteers for adult education programme in consultation with the concerned state departmental officials or functionaries. Since the local bodies know the needs and problems of the locality and also the people of the area, their involvement in the process of selection of committed teachers may be of great importance. In most of the cases, selection of instructors is a collective responsibility of the departmental official as well as the local bodies. But a major role is played by the local bodies because in many of the cases the instructors/volunteers have been appointed on the basis of recommendation of the elected head of the Local Self-Government in both the Area-based or Centre-based programmes. The village local self-government leaders can also help the project officials in the survey work to identify the adult illiterates for learning in the centres.

8.2.4 Monitoring and Evaluation of Adult Education Programme

The responsibility for successful implementation of adult education programme cannot be shouldered only by the departmental officials, such responsibility can also be assumed by the representatives of local bodies as well. Thus, supervision, monitoring and evaluation can be undertaken by the local bodies in co-ordination with the officials and vice-versa. The efficiency and success depends largely on the monitoring function. The functioning of the centres cannot be just left to the sincerity and commitment of the instructors or volunteers. It is important to ensure that the instructor opens the centre regularly, the class is operated for a minimum period, say, two or three hours a day; the facilities are provided; the targeted clientele attend the centres; the learners come in full number, etc. All these aspects are to be looked into by the appropriate authority. In this regard, the local bodies or local self-government can help the officials in supervising, monitoring and evaluating the whole programme. However, the Head of the Local Body in the rural area may not take keen interest or much initiative in such monitoring and evaluation process, because many of them are illiterate.

1) How many kinds of local bodies are there in India? Give the names of these local bodies?

The logo for Hignou The People's University is displayed in a large, light gray, semi-transparent font in the background of the page. It features a stylized graphic element to the left of the text, which includes a vertical line and a circular shape. The text reads "Hignou" in a large, bold, sans-serif font, with "THE PEOPLE'S UNIVERSITY" in a smaller, all-caps, sans-serif font below it.

Here, the term ‘community’ in adult education implies government, non-governmental organizations, local bodies, institution, employers, unions, women groups, and the entire society (Also see Unit 10 of Block 3 of MAE 001).

The participation of the community in the adult education programme is of prime importance. It is the community which provides education to those adults who were deprived of their formal system of education due to one reason or another, so that they may be able to take part effectively, efficiently, and harmoniously in the community to which they belong. The Adult Education Centre like a school, is a 'Miniature Society' and a social institution which has been created by the community with certain aims and objectives. For attainment of the goals, there should be a close co-operation and a mutual give-and-take between the centre and the community. The resources of the community should be made available to the centre, while the centre should provide various opportunities to the adult learners for participating in social service, in community activities, health campaigns, literacy drives and other kind of public services having educational importance. In short, there should be better interaction between the centre and the community. The Folk Schools of Denmark, the Community School in the Philippines, and the Gray Schools in the U.S.A. are some of the notable instances of the school-community interaction. The centre is for the community and the community is for the centre. The centre should contribute to the development of the community and community must contribute to the improvement of the centre. Mutual co-operation and collaboration between the centre and the community is desirable for democratisation and improvement of the programme. There is need for developing the centre as the community centre by making its programmes relevant to the life, needs and aspirations of the people. In this regard the National Policy on Education in India, 1986, laid emphasis on:

- Giving pre-eminence to people's involvement including association of non-governmental agencies and voluntary effort.
- Inducting more women in the planning and management of education.
- Establishing the principles of accountability in relation to given objectives and norms. These should clearly lead to an environment where state and community both are equal partners in the spread of education.

The role of community is very important for the successful implementation of adult education due to the following reasons.

- To bring about rapid change in socio-economic development of the society.
- For the empowerment of people.
- To create learning communities by promoting active citizenship.
- To encourage and develop leadership capabilities among the adult population and specially among women, enabling them to participate in learning.

Community has been playing significant role in the implementation of different adult education programmes. Some of the roles played by the community in various adult education programme for its development in India are discussed as follows.

8.3.2 Gram Shikshan Mohim

Gram Shikshan Mohim is a landmark of community participation in adult education programme. The Maharashtra Government initiated the programmes of mass approach to the eradication of illiteracy known as, which won the

UNESCO award in the year 1972. The idea of taking the Adult Education movement to the masses was first experimented in the district of Satara in Maharashtra in 1959. In fact, the villagers took upon themselves the responsibility of providing accommodation and necessary equipment and in the organization of classes and maintenance of regular attendance. The achievement of Satara district convinced the state government to launch a state wide campaign throughout Maharashtra in April 1961. This campaign for making villagers literate was named Gram Shikshan Mohim in the Marathi Language.

Zilla Parishads and the state government were responsible for the printing and supply of literature for literacy. The state Social Education Committee for Maharashtra helped in preparing literature and advised the government on all matters concerning the Mohim. The Mohim executive committee, with the Local Sarpanch as the chairman and the local headmaster as the secretary, was responsible for conducting a survey of the illiterates, prospective instructors and beneficiaries, making arrangements for holding literacy classes and their supervision. The entire village resolved to participate in the Mohim and a formal approval was accorded by the Block Executive Committee. The experiment of the Gram Shikshan Mohim proved that the co-operation and support of officials and non-officials can achieve quick results and the movement generated a new consciousness about the importance of adult education in general. (Dutta, 1986: 75).

8.3.3 National Adult Education Programme (NAEP)

The National Adult Education Programme which was launched on October 2, 1978 can be considered as one of the most ambitious and revolutionary Adult Education Programmes. This programme was aimed at providing adult education to ten crore adults in the age group of 15 - 35 within five years. A majority of our active citizens played a positive role in the nation-wide programmes in bringing about social, economic and cultural changes so that social justice and equity could be achieved. Community as a whole sought to play an effective role as citizens of this country and to participate in various developmental programmes. The NAEP had three main components – literacy, awareness and functionality. The programme envisaged awareness about the conditions in which the adult learners lived and causes of the same, so that action could be taken to overcome these causes and other problems faced by them. When the centre-based approach shifted to area-based campaign approach under Total Literacy Campaigns, the community played the most significant role in liquidating literacy in the area.

8.3.4 Mass Programme of Functional Literacy (MPFL)

A mass programme of functional literacy under the National Adult Education Programme was organized on a mass scale with active involvement of country's youth, teachers, workers, peasants and students, trade unions, Panchayat agencies, and other representative bodies to voluntarily take up functional literacy programmes. National policy on education also places complete faith in country's youth, teachers, workers and peasants. In conformity with that spirit, it is intended to give a marked slant to national programme of adult education as a mass programme in the following way:

- Literacy work would be taken up by a large number of student as "study service which would be reflected in the students' final result sheets.

- Substantial institutional incentive will be provided to universities, colleges, higher secondary/secondary school for eradication of illiteracy in a well defined area.
- Trade unions, Panchayati Raj agencies and other representative organisations of people will be encouraged to voluntarily take up functional literacy programmes.
- Encouraging individuals to look upon literacy work as a personal commitment and voluntary service particularly by women among women and involvement of voluntary agencies for this purpose" (Sodhi and Multani, 1989: 346).

8.3.5 Involvement of Students and the Youth

It is evident from the 20-point programmes of UGC that the colleges and university community took initiatives and played an active role in the adult literacy programmes in order to eradicate illiteracy by spreading universal elementary education to the non-school going children and help them getting admitted in primary school or non-formal education centres. Remedial coaching classes for the needy and academically under-privileged children of the society were organized. The involvement of universities and colleges all over the country in the Adult Education and Extension Programmes was decided in pursuance of the 20-point programme of the University Grants Commission. And it emphasized that the universities should realize the need for carrying knowledge and skills to the people in all walks of life, and accept service to the community as one of their most important responsibilities.

Non-student youth were also involved in the Adult Education Programme through Nehru Yuvak Kendras as National Service Volunteers or selected by village education committee. "NYK organized about 2500 centres benefiting 70 thousand learners during 1984. The Chetna Sanghs organized by the NYKs have shown considerable promise in organization of Adult Education activities with emphasis on awareness" (Ibid: 122). In such a way, community as a whole contributed in the implementation of adult education programmes.

8.3.6 Role of Community as a Voluntary Agency

Community as a whole, including voluntary agencies participated in promoting Adult Education programme. To ensure greater participation of voluntary agencies, there is a central scheme of assistance to voluntary agencies working in the field of Adult Education, Grants were sanctioned under this scheme to the registered voluntary societies by the Government of India for undertaking projects of functional literacy, post literacy, research development, publication, holding of seminars, etc. "In spite of many bottlenecks in the sanctioning and release of grants in 1984-85, over 500 voluntary agencies were running 26545 centres" (Ibid: 124). Likewise, community can contribute their best in one way or the other for the development of education so that rapid socio-economic growth will be achieved in the society.

For example, in the U.S.A. the community played the following roles in the development of Adult Education programmes.

a) Role of Community in Literacy Project in the U.S.A.

Communities from different sections initiated and took keen interest in the Community Education development and played a vital role for the progress and development of the programme. "A Literacy project in Cumberland county, North Carolina, designed to be run by volunteers, is one of the projects which exemplifies the spirit of Community Education Development Programme. This literacy programme was initiated by one of the authors and conducted by the field supervisor of the adult basic education programme of the local technical institute. The programme gave responsibility for literacy programming to the leaders of three communities in the area. Committees were formed following the acceptance by their communities that they could undertake the task and tackle their illiteracy. Students were recruited, volunteer instructors were trained, money was raised, materials were developed, and facilities were prepared for classes. Some more subsequent developments were: the communities reorganized their forces to deal with the educational needs and problems of the older adults and community health problems. This literacy project resulted in community action on a broader scale and exemplifies the spirits of community involvement for the development of education" (Sharma and Prakash, 1996: 110).

b) Community Resource Centres in the U.S.A.

Any groups or individuals who would like to take part in and be involved in community planning and decision making, is offered volunteer technical support by the "National Self-Help Resource Centre (NSHRC), a nonprofit holder of resources and technical assistance for community self-help initiatives. "Community Resource Centres" were established and launched community services, a national network designed to give information on programmes, policies and services to the people. The NSHRC staff participated in communication and public relations, community organizing and planning, survey, research, programme management, and direct involvement with grassroots community programmes. In 1973 the centres' organizers conducted the first nation-wide study of the self-help movement for low income people. Nearly, 1,000 self-help projects were surveyed and 114 representative projects were studied. In this, the NSHRC acted as a catalyst for discussion among non-governmental, non-project associations, organizations, and institutions so that problems may be reduced through the exchange of information and resources" (Ibid: 106).

c) Role of Community Library in the U.S.A.

Library as the storehouse of knowledge played a vital role in promoting and transforming the community and shaped it in various ways. Library being an information centre helps scholars and adults in many ways. The library in USA plays a crucial role to expand and reinforce adult basic education services, with special emphasis on providing services for disadvantaged individuals. The programme won numerous national and international awards which focused on assessing a community's need for information and services, developing, collecting and making available special learning materials using volunteers to expand libraries' service, providing mobile and mail services for the community, serving as an information and reference centre. Recruiting disadvantaged learners, training teachers, developing audio-visual methods, facilitating cooperation between the libraries and ethnic agencies, managing a speakers' bureau, stimulating coordination between public and school libraries. Special attention was paid to disadvantaged adults (Ibid: 106).

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under “Answers to Check Your Progress”.

- 2) Define community? And, explain the role of communities in the Adult Education Programme?

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8.4 ROLE OF INDIVIDUALS IN ADULT EDUCATION

According to the Oxford Dictionary (2003), individual implies a single or separate being or animal or plant, etc.; of or for one person; by or from one person; relating to a person, especially a single human being or of individual consciousness.

From the viewpoint of adult education, individual implies teacher, instructor, volunteer, supervisor, organiser, learner, media/social activist, individual man and women from the community, member of the family, etc.

Every individual is unique and can contribute to the social progress in his/her own way. It is through the efforts of the great individuals born in different periods of history that the progress and advancement of mankind is attained. Sir Percy Nunn, an ardent advocate of individualism in education has strongly pointed out, that ‘nothing good enters into the human world except in and through the free activities of individual men and women, and that educational practice must be shaped to accord with that truth’. He pleads for a value which reasserts the importance of the individual and safeguards his/her individual rights. Of course, social progress is possible only through the tireless service of every individual.

8.4.1 Importance of Individuals in Adult Education Programme

With a view to bring about successful implementation of the adult education programme, a joint and sustained effort of every individual is called for. Each

individual acts as a mobiliser, organiser and motivator and launches literacy campaign by mobilising the public opinion for participation in literacy efforts, sensitising the educated sections of the society so that they will participate as volunteers, instructors, etc. and utilising all kinds of media and art forms for dissemination of the message that literacy is indispensable. The total literacy campaign is based on the assumption that there would be active involvement of individuals from every section of the society. In fact, it is on the co-operation and ability of every individual to convince the illiterates, that the success or failure of the programme largely depends. Hence, the involvement of one and all in the programme is of paramount importance.

The role of individuals in adult education may be discussed under the following heads.

- Role of Individuals as Mobilisers.
- Role of Individuals as Teachers.
- Role of Individuals as Volunteers.
- Role of Individuals as Development Workers.

8.4.2 Role of Individuals as Mobilisers

As stated above, any individual can act as a mobiliser of adult education. But the individual who is to be involved in adult education must have the capacity to convince and motivate the adult illiterates who are likely to be enrolled in the programme, because the mobiliser is also responsible for success or failure of the programme. In order to launch the literacy campaign successfully, certain prerequisites are to be considered by the mobiliser, such as literacy efforts, mobilising illiterates as a group to motivate individuals who need literacy, sensitising the educated sections of the society so that they will participate as volunteer-instructors, and utilising all kinds of media and art forms for dissemination of the message that literacy is necessary and desirable. The individual should be able to convince others and meet the people tirelessly to mobilise both the illiterate and literate masses for active participation in the literacy campaign. Thus, a mobiliser has a great role in implementing the Adult Education programme effectively.

8.4.3 Role of Individuals as Teachers

It is not only the teachers or instructors who educate the adults, but also any individual or group who has a personal commitment to the cause of community education, can be an adult educator. For instance, any educated member of a family may teach an illiterate member of the family. Mass media can create awareness among the illiterates about education and it can supplement classroom teaching through newspaper, radio, television and films. Newspapers may be used as a medium for them in retaining and improving their literacy skills. On the other hand, volunteers, students, etc., may motivate the adult illiterates, make them prepare for learning and then teach them by moving from door to door. Moreover, they can participate in follow-up literacy activities. Thus, every person needs to participate in teaching and implementing the entire programme of adult education. In teaching-learning process, the teachers or instructors have a major role to play. Since the adult learners are different from the learners of the formal system of education in terms of socio-economic and psychological needs,

heterogeneity in age group, outlook, interests, ability and capacity, the teachers must have the ability to understand the adult learners. They must not only understand the psychology of the learners but also the methods and techniques of teaching, and of evaluation so that they can use them judiciously at the appropriate time. Similarly, any person involved in teaching the adults needs to be acquainted with adult psychology and scientific methods of teaching and evaluation.

8.4.4 Role of Individuals as Volunteers

An individual can volunteer to offer his/her services, time and energy to provide literacy to the illiterates without expecting any personal return from it. A volunteer has a great role in the implementation of adult education programme. He/she can conduct a community survey in a given locality to identify the prospective participants in adult literacy programme, and other like-minded people who are willing to lend their time and energy for organising various activities relating to the eradication of illiteracy. He/she can also conduct a survey to identify the resources available in the community, and ascertain the views of the people on the propagation of literacy. The volunteer is not only a teacher but also a keen observer about the desirable behavioural changes taking place among the learners. He/she should organise recreational and cultural activities from time to time to create harmony among different sections of the society and be able to understand the needs, interests, problems and aspirations of the people. In this way, a volunteer has a significant role to play in the eradication of illiteracy. But the society needs to recognise such volunteers who render their best services in the cause of adult education at the cost of their personal gain.

8.4.5 Role of Individuals as Development Workers

The main objectives of adult education in a developing country like India is the enhancement of people's participation in the developmental process. People can participate actively in development programmes if they are literate and have the capacity to use their literate skills for their own betterment and for the betterment of their society. For eradication of illiteracy, there is a need to organise popular literacy campaign and this cannot be done by the state machinery alone. Every segment of the society—individuals, community and professional groups—have an important role to play in eradicating adult illiteracy.

Health, population, environment and food security are intricately linked with one another in sustaining development. Caring for the environment by controlling population, preventing soil erosion and prudently managing natural resources has a direct impact on population, health, nutrition and well being of the people. In a developing country like ours, improvement in terms of production and distribution in industry, health, agriculture and services requires increased competencies and the development of new skills. In this context, the individual can play a vital role. For instance, an individual can undertake research work to identify the needs of the people residing in that area. As per the findings of the research, a development project can be taken up, e. g., the use of modern means of technology, the use of high yielding varieties of seeds and pesticides, preservation of fruits, health and sanitation. In this way, various research studies can be useful for formulating policies and providing feedback to the programme of adult education.

Check Your Progress

Notes: a) Space given below the question is for writing your answer.

b) Check your answer with the one given at the end of this unit under “Answers to Check Your Progress”.

3) i) Name the person who advocated individualism in education and pointed out that “nothing good enters into human world except in and through the free activities of individual men and women, and that educational practice must be shaped to accord with that truth”?

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ii) What are the various roles played by individuals for the promotion of adult education programme? Explain any one of them?

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8.5 LET US SUM UP

In this unit, an attempt has been made to present an overview of the constitutional provisions relating to the local bodies, concept and role; concept, objectives, role of community and also the various developmental programme in India; and the concept, importance and role of individuals in the successful implementation of adult education programme. The basic objective is to make you familiar with the role played by the local bodies, community and individuals in the adult education programme. For further understanding, the author would like to suggest the students go through all available resources related to the literature on Adult Education.

8.6 ANSWERS TO CHECK YOUR PROGRESS

- 1) Local bodies are of two kinds in India, Urban and rural. The Urban authorities consist of corporation, municipalities and cantonment boards. At the village level, we have the village Panchayat, at block level the Panchayat Samiti and at the district level the Zila Parishad.
- 2) The dictionary meaning of the term community is people who reside in one locality and are subject to the same laws, have common interest, etc, it also means a body politic, the public and society at large. According to the Concise Oxford English Dictionary 'Community is a group of people living together in one place, especially one practising common ownership'.

But community in the terms of adult education implies government, non-governmental organisations, local bodies, institutions, employers, unions, women groups, and the entire society. The involvement of student and youth are of paramount importance both in the formal and non-formal education programme of Adult Education and they play an important role in the eradication of illiteracy by spreading Universal Elementary Education to the non-school going children and help them getting admitted in primary schools or non-formal education centres. Remedial coaching classes for the needy and academically under-privileged children of the society can be organised.

Non-student youth were involved through Nehru Yuvak Kendras as national service volunteers or selected by village education committee. These youths organised about 2500 centres benefiting 70 thousand learners during 1984, and the Chetna Sanghs organised by the NYKs have shown considerable promise in organisation of Adult Education activities with emphasis on awareness.

- 3) i) Sir Percy Nunn.
- ii) Individuals can play various roles and perform responsibilities for the promotion of adult education programme as mobilisers, volunteers or instructors, teachers, monitors, supervisors, etc. in a developmental process.

Involvement of individuals as teachers in the adult education programme is the most important role since the effectiveness of teaching and learning depends on teachers. Motivation of the learners in the centres is also mostly done by the teachers. And if the teachers deal with the learners, understand their psychology, and treat them appropriately, then the programme may be more successful. And in some cases, teachers are using different methods, techniques, and technologies to supplement classroom teaching through mass media like newspaper, radio, television, films, etc., in the teaching-learning process for more effectiveness.

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