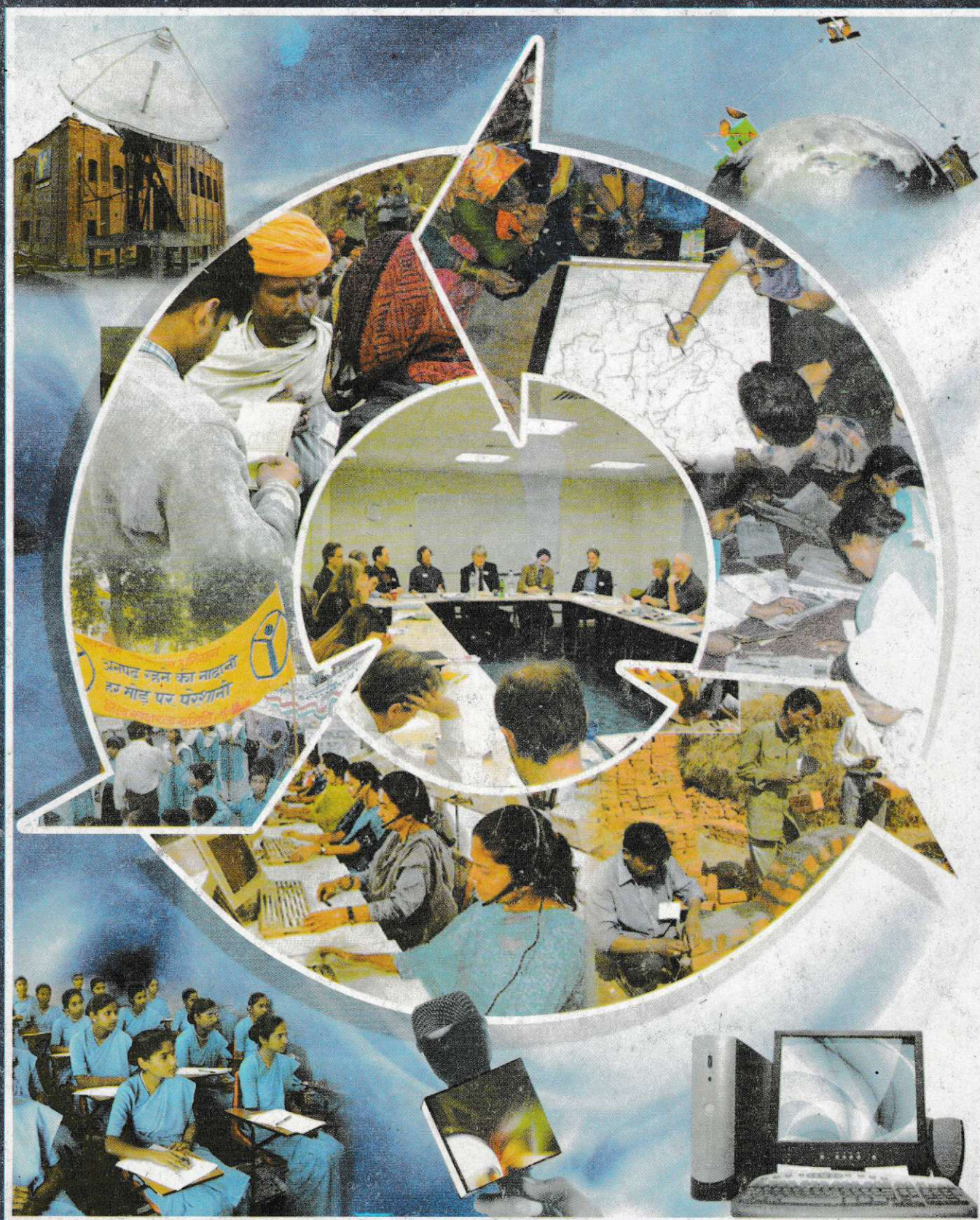






Indira Gandhi
National Open University
School of Extension and
Development Studies

MAE-002
**Policy Planning and
Implementation of Adult
Education in India**

Block

1

FIVE YEAR PLANS AND ADULT EDUCATION

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

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-

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

Introduction to the Course

This course i. e. "MAE 002 Policy Planning and Implementation of Adult Education in India" aims at providing a comprehensive picture of adult education in Five Year Plans, different agencies involved in implementing adult education policies and programmes, enhancing participation of adults and the community in training and research in adult education, and creating a literate environment for moving towards lifelong learning and a learning society. This course, thus, aims at promoting your understanding of the practice of adult education in India and reinforcing your theoretical grounding gained in the previous course. This course is divided into four Blocks.

Block 1 - "Five Year Plans and Adult Education" attempts to familiarise you with adult education policies and programmes, and their implementation along with new initiatives and emerging challenges. It presents a comprehensive view of administration of adult education in India during the pre-British, British and post-British periods. While it highlights the significance of resource support structures in implementing and administering the programmes, it also touches upon the metamorphosis of these support structures over time. Further, it focuses on revamped strategy for education of adults, open learning systems, new curricular framework, networking, vocational skill-oriented training, self-supporting courses intended to address some national challenges in education such as problem of illiteracy, inequalities in education and imbalances in the growth of educational institutions.

Block 2 - "Implementing Agencies" presents an overview of the role of Government departments, Universities, Colleges, Students, Non-Governmental Organisations, Local Bodies, Community and Individuals. While highlighting the role of Government departments in adult and continuing education it touches upon the priorities to be given to geographical regions, sections of the society, allocation of resources to different agencies, the management structure and the monitoring and evaluation systems of adult education programmes. While presenting an overview of the role of educational institutions, teachers, researchers and students, emphasis is laid on universities/colleges in implementation of adult, continuing education programmes by strengthening the extension activity of the university system. It stresses the need for greater involvement of the University Grants Commission and Departments of Adult, Continuing Education and Extension of the Universities, in 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. While presenting an overview of non-governmental organizations at the global and national levels it touches upon projects and innovations, and monitoring and evaluation in adult education. After providing you an understanding of the constitutional provisions relating to role of local bodies in community education, it touches upon the role of community and individuals in successful implementation of adult education programmes.

Block 3 - "Participatory Training and Research" describes the concepts, principles, aspects, steps, methodology, materials and issues related to participatory training and research with a view to enable you to critically assess the conventional training programmes and research in adult education. It reinforces your understanding of various methods and materials with emphasis on their relevance and use in different contexts of adult learning. It discusses the concept, process and forms of participation and issues of group process in participatory training and highlights the role of leadership during the training period, conflict resolution and unconscious group processes. It explains the process of debriefing and consolidation. Towards the end, it describes the concept of participatory research, presents the historical context of participatory research and its key features, analyses the issues involved in it, and presents a critique of the conventional research paradigm along with advantages/utility of participatory research in adult education.

Block 4 - "Towards Lifelong Learning: Creating a Literate Environment" presents an overview of the concept, need, significance, characteristics, types, methodologies and role of post-literacy and continuing education in the context of lifelong learning. It also highlights the need for institutionalisation, the status of on-going continuing education scheme, emerging trends towards learning society and the conditions necessary for the success of continuing and lifelong education. There is a focus on complexities, issues and principles to be kept in view by individuals and institutions involved in writing or developing gender-sensitive, need-based and interest-based materials for literate, neo-literate and semi-literate adults, particularly those of rural communities. Further, it discusses the need, significance, role of libraries, the inter-relationship between libraries and adult continuing education, and lays special emphasis on diverse library strategies required for promoting post-literacy and continuing education of adults.

BLOCK 1 FIVE YEAR PLANS AND ADULT EDUCATION

Introduction to the Block

This Block presents a comprehensive view of adult education policies and programmes in India, their implementation and administration. It touches on the resource support structures established and their metamorphosis over time for increasing the effectiveness of administration and the quality of implementation of adult education programmes and policies. It discusses the revamped strategy for continuing education of adults, open learning systems, new curricular framework, networking, vocational skill-oriented training, self-supporting courses, amongst others, aimed at addressing national challenges in education such as problem of illiteracy, inequalities in education and imbalances in the growth of educational institutions. This Block contains 4 units.

Unit 1 familiarises you with the current adult education policy and programmes and highlights the policy developed by the National Literacy Mission in consultation with different stake holders, viz., State Literacy Missions, State Resource Centers, Zilla Saksharata Samities, Jana Shikshan Sansthan, non-governmental organizations, academicians and activists involved in adult education.

Unit 2 discusses the significant changes that took place in nature, forms, programmes, and administration of adult education during the pre-British, British and post-British periods in India. It highlights the changing forms and programmes which have made adult education quite dynamic, depending upon the needs and requirements of the society, polity and bureaucracy.

Unit 3 deals in detail with the need and significance of resource support structures for adult education with emphasis on their origin, growth, diversity and present status. It also touches upon the significant factors that determine the growth, metamorphosis and survival or death of these structures at different levels in the field of adult education.

Unit 4 discusses the revamped strategy for education of adults touching upon the emerging and innovative trends such as open learning systems, new curricular framework, networking, vocational skill-oriented training, self-supporting courses to address national challenges in education such as problem of illiteracy, educational inequality, imbalances in the growth of educational institutions and the problems related to environment building, infrastructural facilities, pedagogy, learner motivation, training, management, monitoring, etc in adult education.

UNIT 1 CURRENT ADULT EDUCATION POLICY AND PROGRAMMES: AN OVERVIEW

Structure

- 1.0 Introduction
- 1.1 Objectives
- 1.2 Current Adult Education Policy and Programmes
 - 1.2.1 Main Features of Continuing Education Centres
 - 1.2.2 Role of Preraks
 - 1.2.3 Role of Assistant Preraks
 - 1.2.4 Role of Nodal Preraks
 - 1.2.5 Different Programmes of Continuing Education Centres
 - 1.2.6 Budget and Norms of Funding a CEC
- 1.3 Mahila Samakhya Programme
- 1.4 Financial Allocations and Utilisation
 - 1.4.1 Reasons for Non-Utilisation of Funds
- 1.5 Let Us Sum Up
- 1.6 Answers to Check Your Progress
- 1.7 References

1.0 INTRODUCTION

In Units 2 and 4 of Block-1 of Course MAE-001, you studied the origin and development of adult education programmes in India during the last hundred years. In this unit, you will be familiarised with the current adult education policy and programmes in the country. The major thrust of the current Adult Education policy revolves around the Continuing Education Programme as India has already implemented literacy campaigns in 593 districts out of 600 districts. The policy has been developed by the National Literacy Mission in consultation with different stake holders viz: State Literacy Missions, State Resource Centers, Zilla Sakshharata Samities, Jana Shikshan Sansthan, Non-governmental organisations, academicians and activists.

1.1 OBJECTIVES

After studying the unit, you would be able to:

- Understand the current policy towards adult education in India;
- Identify the important features of ongoing programmes; and
- Study the pattern of allocation and utilisation of funds for adult education.

1.2 CURRENT ADULT EDUCATION POLICY AND PROGRAMMES

The current Adult Education policy is centered on Continuing Education (CE) programme formulated and introduced in 1995 and revised in 1999. The

programme was conceived after the conclusion of the total/post literacy campaigns in different districts. It aims at providing life-long learning opportunities to all the sections of society. It rests on the premise that basic literacy, post-literacy and continuing education need not be viewed as totally separate programmes, but should be seen as forming a coherent learning continuum.

The aim of the Continuing Education Programme is to create an enabling environment which provides an opportunity for lifelong learning for all. Though the programme is targeted towards every member of the community, there is a special focus on non-literates, neo-literates and those who have had little or no formal education. Continuing Education Centres seek to achieve this aim. Conceived as a place for learning, the CEC functions as a provider of programmes for basic education, post-literacy, equivalency, income-generating activities and quality of life. It is a centre for community functions, a place to upgrade skills and for coordinating the services of governmental agencies. Each CE Center is expected to function as a teaching-learning centre for non-literates and neo-literates, serve as a library and reading room and venue for group discussions, vocational training programmes and skill up-gradation, and provide extension facility for other development departments, promote sports, adventure, recreational and cultural activities and an information window and above all as a community center. The activities to be taken up in a centre library can be summarised as follows: (a) Reading sessions (b) Exchange of books (c) Discussion sessions (d) Mobile distribution through cycles, etc., (e) Information dissemination, (f) Book exhibitions and displays (Government of India, 2002).

The target group of CE programmes includes neo-literates who have completed functional literacy/post literacy courses under TLC/ PLC or other programmes; school dropouts; pass-outs of primary schools and non-formal education programmes; and all other members of the community interested in availing opportunities for life-long learning.

1.2.1 Main Features of Continuing Education Centers

The CE Guidelines stipulate that each CEC should have three rooms; a room for the library, a hall for indoor activities other than the library, and a store. The centre must also have facilities for drinking water and toilets. The layout may be as per local traditions and style but the building must be well lit, airy and user-friendly. In order that the community owns the CEC right from the beginning, it is essential that local people are associated with the design, construction and interior decoration of the centre. The name given to the centre by the Village Education Committee should be prominently displayed. In the main hall, at least two charts prepared by neo-literates of the village should be displayed containing the following information:

Information in Chart 1: It covers the following.

- Postal address of the centre
- Administrative status
- Panchayat head
- Village head

- Population: male-female
- Literacy: male-female
- Main income generating activity
- Infrastructure
- Ongoing government schemes
- Facilities in the Centre
- Library (Timings)
- Games
- Information
- Any other facilities

Information in Chart 2: It should depict the village map prepared by means of the PRA technique involving local participants. The map should indicate location of:

- CEC
- Schools
- Railway station/bus stand
- Structure and Design
- Water resources
- Health centre
- Government offices
- Other places of interest.

The charts must be given a suitable caption by those preparing them such as 'Know your CE Centre', My Centre, etc.

In the library, the list of books available, subject-wise and level-wise must also be displayed. The information charts and the list of books in the library should be updated at regular intervals. Other items to make the interior beautiful should also be kept.

The learners should be given the responsibility for the upkeep, cleanliness and maintenance of the centre. The Prerak should be able to motivate small groups to take this responsibility by rotation so that all are involved over a period of time.

The overall management of the Scheme of Continuing Education vests, at the district level, with the Zilla Saksharta Samiti (ZSS) or the District Literacy Committee. Funds for the programme will be provided to the ZSS by the National Literacy Mission Authority/State Literacy Mission Authority.

The basic unit of the CE programme is the Continuing Education Centre (CEC). Each CEC is expected to cater to the learning needs of a population of 2000-2500. Each CEC is manned by two Preraks viz; Prerak and an Assistant Prerak who coordinate various activities of the center. For a cluster of 10-15 CECs, one CEC is designated as a Nodal CE Center (Government of India, 1999).

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) What are the main features of Continuing Education Centres?

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1.2.2 Role of Preraks

Following are the roles of Preraks.

a) Establishing the Centre and arranging the layout

- Distribution of space
- Preparation of information charts
- Display of charts, posters prominently
- Contacting/informing community about the services provided by the centre
- Getting it inaugurated by a community leader
- Updating the information charts at fixed intervals
- Maintaining the furniture and equipment with the help of local people

b) Establishing a Library and Reading Room

- Designing the layout
- Arranging the furniture, bookshelf, according to the layout design
- Arranging books, newspapers and magazines (print and non-print) in a systematic and reader-friendly manner
- Scheduling the working hours of library and reading sessions
- Maintaining issue and stock register
- Displaying new arrivals
- Conducting and facilitating reading sessions

- Identifying reading/learning needs and preferences of the community
 - Communicating reading/learning needs and preferences of community
 - Communicating reading/learning needs and preferences to the ZSS for supply of relevant material
 - Knowing the content of each title procured in the library
 - Providing feedback to the ZSS about relevance and utility of reading material
- c) **Organising Lecture/Demonstration Sessions on Developmental Activities, Government Schemes and Programmes**
- Identifying themes/topics as per community requirements. Communicating these to the ZSS
 - Informing the community about the date and time of scheduled activity
 - Making physical and other arrangements for these activities and recording the minutes of such deliberations/sessions
- d) **Organising Sports and Games**
- Listing local popular sports and games in the area
 - Management and Funding
 - Fixing up timings of sports and games
 - Maintaining contact/liaison with youth clubs/mahila mandals, etc.
 - Organising sports activities
- e) **Organising Cultural Activities**
- Identifying local folk art forms, street plays, dance, music, bhajans, etc.
 - Identifying artists
 - Securing their cooperation for organising cultural programmes and training the beneficiaries
- f) **Management of Information Centre**
- Identifying areas of information requiring dissemination
 - Receiving information regarding various developmental programmes
 - Disseminating the information to community
 - Collecting and displaying information of the centre's village, such as, crops, population, education institutions, occupation, health facilities, other government departments. Updating information charts in the centre
 - Assisting in environmental building activities of different departments
- g) **Organising Special Programmes for Women**
- Identifying activities for special programmes
 - Forming self-help groups
 - Running and sustaining these self-help groups

h) Miscellaneous

- Mobilising community resources for sustaining the CE programme
- Managing finances of the centre
- Preparing and submitting reports to nodal CEC/ZSS
- Networking with other agencies/NGOs/clubs in the area

i) Record Management

- Maintaining records separately for each kind of activity
- Weeding out records after prescribed time

1.2.3 Role of Assistant Preraks

The main role of Assistant Prerak is to Run the Literacy Centre by:

- Conducting survey to identify eligible neo-literates/non-literates in the area
- Grouping identified learners according to their literacy skills
- Preparing a time schedule for running the centre
- Setting up the literacy centre, putting up the posters, making a congenial seating arrangements, arranging books and teaching/learning aids, proper lighting arrangements in the room
- Conducting the literacy class as per time schedule
- Maintaining relevant records/registers for the centre such as attendance register, survey records, etc
- Monitoring attendance of learners
- Assessing Progress of learner's achievements
- Guiding/coaching learners for external evaluation (Government of India, 2003).

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 roles of an Assistant Prerak?

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1.2.4 Role of Nodal Preraks

Since a Nodal Prerak is none other than one of the Preraks, in addition to his responsibilities of Prerak in CEC, he performs the following roles.

a) Supervision of CECs

It includes supervising the following.

- Distribution of books and other materials supplied by ZSS to CECs
- Management of library and reading room
- Maintenance of accounts for corpus fund and membership fee (if any)

b) Monitoring and Evaluation

- Receiving and reviewing monitoring reports from CECs
- Consolidating monitoring reports and sending them to the ZSS
- Evaluating community participation in the CE programme

c) Liaison and Coordination

- Maintaining liaison/coordination between Preraks and the ZSS
- Coordination with Mandal/Block Development Officer

1.2.5 Different Programmes of Continuing Education Centres

The Continuing Education Scheme of the National Literacy Mission envisages different types of programmes which would provide neo-literates an opportunity to acquire different skills and thus move towards self-sustenance and self-reliance.

A CE Project comprises all continuing education programmes and activities proposed to be taken up in a single district. However, in the first year of the implementation of the programme, priority is given to the identification and setting up of CEC/NCECs, identification and training of Preraks, establishment of reading rooms and libraries, acquisition of audio-visual material and other infrastructure, and organisation of various extension and developmental activities. Major innovative programmes are scheduled to be taken up when the requisite infrastructure and manpower is suitably available to sustain these programmes.

Following are the types of programmes expected to be offered by the CECs.

- a) *Equivalency Programmes (EP)*
- b) *Quality of Life Improvement Programmes (QLIP)*
- c) *Individual Interest Promotion Programmes (IIPP)*
- d) *Skill Development and Income Generation Programmes (SDIGP) and Future Oriented Programmes (FOP)*

a) Equivalency Programmes (EPs)

The objective of Equivalency Programme is to provide an alternate education programme equivalent to the existing formal system of education, be it related to general or vocational education. This programme is targeted towards those neo-literates who aspire to continue their education and acquire a degree/certification that would place them on an equal standing with others who have successfully completed their studies in the formal system of education. Thus, the underlying objective is to bring parity between different systems of education, thereby ensuring that every learner has equality of opportunity if he/she desires to continue studying.

The main aim of this programme is to provide a mechanism by which neo-literates can acquire basic education. Since most of them may find it difficult to access the formal school system due to its rigidities of age, prior educational status, barriers of geography (distance), social restrictions on girls' education, lack of infrastructure, etc., the open learning and non-formal systems are more suitable for such learning.

The National Institute of Open Learning (NIOL) has a provision to offer equivalency programmes.

The equivalency programme is visualised as a multi-level programme that would enable neo-literates to move upwards in a step-by-step manner. In this programme three levels are envisaged:

Level 1 would be equivalent to class 3/4 of the formal system.

Level 2 would be equivalent to class 5/6 of the formal system.

Level 3 would be equivalent to class 7/8 of the formal system.

The curriculum includes both academic and vocational subjects (www.nlm.nic.in).

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) What do you understand by Equivalency Programme?

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b) Quality of Life Improvement Programmes (QLIP)

While almost all aspects of education contribute in one way or the other to improve the quality of life, some special types of educational activities may be more directed to improve the general well-being by improving the standard of living and degree of excellence of one's lifestyle. Such activities come under the nomenclature of Quality of Life Improvement Programmes (QLIPs). According to the UNESCO definition, Quality of Life refers to the level of well being of the society and the degree of satisfaction of a number of human needs. Quality of Life Improvement Programmes can be functionally defined as "Programmes aimed at equipping learners and the community with essential knowledge, attitudes, values and skills which enable them to improve the quality of life as individuals and as members of the community".

QLIPs are, therefore, development focused and have a strong future orientation. With the help of such programme, the community establishes a vision of future and devises and undertakes development activities to achieve that vision through education. The concept of quality of life has different meanings, interpretation and expectation for different individuals and communities. Reviewing various ideas and definitions together, in the Indian context, the concept - Quality of Life could be viewed as “A concept involving a relative assessment of human well-being in terms of the overall standards of living of society and the degree of excellence in an individual’s lifestyle”. The concept of well-being is interpreted in terms of satisfying both economic and social needs.

The target group of QLIPs comprises neo-literates, youth groups, interested individuals, farmers, small entrepreneurs, unskilled/semi-skilled workers, panchayat functionaries, etc. Women and other vulnerable groups would be especially targeted.

Indicators for Quality of Life Improvement Programmes: There are various aspects of quality of life which may be expressed in the form of indicators as follows:

Biological: The satisfaction of basic biological needs is of fundamental importance both for survival and quality of life. These needs include:

- availability of food
- cleanliness of air
- availability of clean water
- freedom from illness
- quality of housing
- a good sanitation

Social: The freedom to make choices and decisions and to participate in the affairs of society is an important dimension of democratic life. It includes the elements such as:

- quality of family life (example, parenting)
- socialisation process
- freedom of choice and decision-making
- level of participation in social affairs
- absence of discrimination
- access to social services
- access to cultural activities
- degree of rule of law

Economic: From the individual point of view, two factors are important – opportunity to work to earn adequate income, and to have enough money to purchase things of comfort. From the societal point of view, the whole society should benefit from an equitable distribution of economic opportunity. Important elements of this aspect are:

- opportunity to work and earn adequate income
- a level of achieving self-actualisation through financial security
- equity in distribution of wealth
- adequate physical infrastructure

Humanistic: Psychological aspects like human feelings and emotions, happiness, harmony, spiritual fulfillment, peace of mind and general contentment are critical to attaining mental well-being and improved quality of life. These include:

- level of happiness
- degree of inner harmony
- level of spiritual fulfillment
- degree of contentment and peace of mind
- loyalty, ethics and tolerance

Environment: Natural as well as human environment are very important. The present generations should ensure that the quality of the natural environment and availability of natural resources are not degraded for future generations. The important environmental elements are:

- natural environment
- natural resources
- human environment

QLIPs face a number of constraints during the process. Among these the most important are as follows:

- Psychological barriers e. g. vision gap, confidence gap, stereotyping
- Absence of technical skills
- Absence of human relation skills
- Economic constraints
- Administrative constraints
- Lack of political support
- Structural problems

c) Individual Interest Promotion Programmes (IIPPs)

The objective of Individual Interest Promotion Programmes (IIPPs) in Continuing Education is to provide individuals the opportunity to participate in, and to learn (a) Social, (b) Cultural, (c) Spiritual, (d) Health, (e) Physical, and (f) Artistic interests of their choice. In operational terms, activities under the IIPPs can be identified as those that are largely meant for spending leisure time, especially hobbies.

Some of the leisure time activities and hobbies require skill acquisition on the part of the participants. They include tailoring, knitting, dress making, preparation of food items, repair of household appliances, etc. Since they require skill acquisition, they may better be considered under the Income Generating Programmes.

The activities that can be organised under the IIPPs may be categorised into six broad groups, as mentioned above, viz. a) Social, b) Cultural, c) Spiritual, d) Health, e) Physical, and f) Artistic.

Social Activity: A number of activities can be conducted under this category. Some of the activities that can be offered under this category include:

- Celebration of festivals
- Holding melas

- Organising exhibitions
- Having get-together programmes
- Excursions

Excursions may be organised as a recreational as well as educational activity. It may include tours and picnics, and visits to a number of places such as natural sites, historical places, industrial urban locations, ideal villages, pilgrimage places, etc.

Cultural Activity: A number of activities can be conducted under this category. Participants may be attracted to them for their entertainment value or as leisure activities. Some of the activities that can be offered under this category include: Folk Art, Song, Music, Dance, Drama, Puppetry, Painting, Drawing and Handicrafts. Selection of the type of activities, whether they should be, for instance, local songs and dances or film songs of regional and national level, must be made as per the interest of the participants. Those interested can be taught handicrafts using locally available materials.

Spiritual: Activities meant to cater to the spiritual needs of the individuals, may be organised. They may include holding religious festivals, religious discourses, pilgrimages to religious places.

Health: Under this category, activities meant to improve the health situation of individuals may be conducted. They may include – medical check-ups, disease detection camps, health camps, yoga workshops.

Physical Activity: Under this category, activities of games and sports can be organised. They will have to be selected from the locally relevant sports/games as per the interests of the participants.

Art: Some activities of artistic interests can be organised, such as sculpture, designing and simple skills like rangoli and mehndi application, etc.

Identification of Activities: The first step in the implementation of the IIPPs is the identification of the activities that are of interest to the participants. It has to be the outcome of participation of Individual Interest Promotion Programmes for the people, because the activities have to be of their interest. The Prerak can just facilitate the process. The exercise of selecting the activities with the participation of the people is a continuous process in the CE. Group meetings of the interested participants may be organised for selecting the activities and for finalising the details of the individual programmes, such as the venue, time and contents. It may be useful to finalise the details of a programme in advance, so that it can be announced for the benefit of all those who are likely to participate.

d) Skill Development and Income-Generation Programmes (SDIGP) and Future Oriented Programmes (FOP)

As visualised by NLM, one of the important target specific programmes of continuing education is — Skill Development and Income-Generation. According to UNESCO: “An Income-Generation Programme (IGP) helps participants acquire or upgrade vocational skills and enables them to conduct income generating activities.” This general definition was focused more sharply by an additional statement: “IGPs are those vocational Continuing Education programmes delivered in a variety of contexts which are directed in particular towards those people who are currently not self-sufficient in a modern world.”

Skill Development and Income-Generation is one of the key target specific programmes of continuing education. It helps participants acquire or upgrade vocational skills and enable them to conduct income generating activities. These are largely focused on the development of functional knowledge with a view to making learning relevant to living and working. A large number of programmes involving varying levels of vocational skills can be introduced in Continuing Education.

Skill Development and Income-Generation programmes are functional in the sense that these are largely focused on the development of functional knowledge with a view to making learning relevant to living and working. Providing vocational skills means equipping people for their direct involvement in some economic or productive activity. Acquiring vocational skills is the ability of engaging oneself in an occupation or gainful employment.

Every member of the community with special focus on neo-literates and those who have had little or no formal education form the Priority Target Group of these programmes (Government of India, 2005).

The following are a few important **aspects** related to these programmes.

Identification of Programmes: A large number of programmes involving varying levels of vocational skills can be introduced in Continuing Education. The selection or identification of programmes depends upon the direct correlation between the learners and the world of work. Other considerations are that these should be relevant, useful and sustainable in the local situation. However, the choice of programmes should also include non-conventional vocations which hold prospects for the future. These programmes may be categorised in three parts depending upon the requirement of funds for organising these programmes.

To begin with, programmes involving development of simple vocational skills may be identified, but there should be some scope for the up-gradation of these skills for the skills already acquired by the learners. Curricula should be designed in modular form representing the levels of skill development i. e. from simple to difficult.

Special features of the curriculum: These include:

- Competency based and modular in nature;
- Integration of managerial and entrepreneurial skills;
- Judicious mix of theory and practice and as per learning capacity of the learners;
- Allocation of instructional hours for each unit of the course content;
- Syllabi should be supplemented by list of tools, equipments and materials;
- Syllabi should be supplemented by teaching-learning materials that help in the retention of literacy skills/reinforcement of learning; and
- Should envisage evaluation both in theory and practice.

Technical Support: Given a wide variety of skill development programmes delivered in multiple, non- formal modes and taking into account their matching with the job potential available in the market, it is imperative that a networking/

collaboration/coordination mechanism be developed for smoother implementation. The technical support required for IGP includes the following:

- Making available infrastructural facilities;
- Supply of tools, equipment and raw materials;
- Resource persons, trainers and their training;
- Designing and development of curriculum;
- Development and preparation of teaching-learning materials;
- Providing suitable audio-visual/computer-aided techniques; and
- Providing facilities for exhibitions, sales and marketing of the trainee products.

Based on these broad requirements, the following agencies are expected to be closely associated in the organisation of skill development:

- Jana Shikshan Sansthan (JSSs)
- State Resource Centres (SRCs)
- District Industries Centres (DICs)
- Indian Institutes of Technology (IITs)
- Community Polytechnics
- Khadi & Village Industries Commission (KVIC)
- Krishi Vigyan Kendras (KVKs)
- National & State Open Schools (NOS/SOS)
- Small Scale Industries
- Private/commercial organisations
- National Bank for Agriculture & Rural Development (NABARD)
- Other development departments as per requirement.

1.2.6 Budget and Norms of Funding a CEC

An illustrative financial pattern (non-recurring and recurring) for a CEC (one time grant only for initial year) is given below.

Non-recurring Expenditure

Sl. No.	Items of Expenditure	Amount (Rs.)
1	Equipments (almirah, petromax, round-table for putting newspapers, rollers, etc.)	10,000
2	Books	5,000
3	Maps. Charts, Pictures	1,000
4	Sports items and recreational materials, radio, T.V etc.	7,500
5	Bicycle	1,500
	Total	25,000

Recurring Expenditure

Sl. No.	Items of Expenditure	Amount (Rs.)
1	Honorarium of Prerak @ of Rs. 7000/-p.m.	8,400
2	Honorarium of Asstt. Prerak @ Rs. 500/- p.m.	6,000
3	Kerosene & other lighting arrangement	1,000
4	Purchase of newspapers and periodicals etc.	3,000
5	Training of prerak and assistant prerak	1,500
6	Maintenance, purchase and replacement of literacy materials & equipments	3,600
7	Office Expenses	1,500
	Total	25,000

In addition, there is a provision for providing Rs.12,000/-per annum for hired building (for housing CEC where no public building is available).

An illustrative financial pattern (Non-recurring and recurring) for a Nodal CEC is given below.

Non-Recurring (One time grant only for initial year)

Sl. No.	Items of Expenditure	Amount (Rs.)
1	Equipments (almirah, petromax, round-table for putting newspapers, rollers, etc.	15,000
2	Books	10,000
3	Maps, Charts, Pictures and other teaching aids	2,000
4	Sports items and recreational materials, TV, etc.	15,000
5	Bicycles (two)	3,000
	Total	45,000

Recurring Expenditure

Sl. No.	Items of Expenditure	Amount (Rs.)
1	Honorarium of Prerak @ of Rs.1,200/- p.m.	14,400
2	Honorarium of Assistant Prerak @ Rs.700/- p.m.	8,400
3	Kerosene & other lighting arrangement	1,300
4	Purchase of newspapers and periodicals	4,500
5	Purchase of books	5,000
6	Training of Prerak and Assistant Prerak	2,000
7	Monitoring & supervision (including travel expenses)	2,400
8	Maintenance/replacement of materials, equipment	2,500
9	Organisation of training workshops/programmes, etc.	2,000
10	Office expenses	2,500
	Total	45,000

In addition, there is a provision of Rs.24,000/-per annum for hired building for housing Nodal CECs where no public building is available. The Guidelines stipulate one prerak and one assistant prerak each for CECs@Rs.700 p.m. for prerak and Rs.500 p.m. for assistant prerak. For NCECs there is a provision of Rs.1200 p.m. for prerak and Rs.700 p.m. for assistant prerak.

Under the Scheme of Continuing Education, the Central Government provides 100 per cent financial assistance for implementation of the Scheme for the first three years of the project. For the 4th and 5th year of the project, the Central Government and State Government are required to share the expenditure in the ratio of 50:50. After the initial 5 years of the project, the concerned state government is to assume full responsibility for functioning of the continuing education centres established under the scheme after central funding ceases (www.nlm.nic.in).

1.3 MAHILA SAMAKHYA PROGRAMME

Besides the above programmes, an innovative programme- *Mahila Samakhya* (Education for Women's Equality) is currently in operation in India for the promotion of Adult Continuing Education among girls and women. Pursuant to the objectives of the National Policy on Education, 1986 the Mahila Samakhya Scheme was started in 1989 to translate the goals enshrined in the NPE into a concrete programme for the education and empowerment of women in rural areas particularly those from socially and economically marginalized groups. The MS scheme recognizes the centrality of education in empowering women to achieve equality.

The programme aims at enhancing the self-image and self-confidence of women, and creating an environment where women can seek knowledge and information and play a positive role in their own development and development of society. The *Mahila Sangha* (Women's Collective) is the focal point in each village which provides space where women can meet, be together and begin the process of reflecting, asking questions and addressing their needs through the *Sanghas*. The process of mobilising and organising women is done by a *Sahayogini* or facilitator who looks after the village. Developing the critical faculty in the members of the Sangha and enhancing learning, underlies all *Mahila Samakhya* activities. The programme has not only succeeded in generating demands for literacy and education for children, especially girls, but also in addressing a wide ranging issues related to health of woman, improving civic amenities, demanding equal and minimum wages, tackling violence against woman, child marriage and child labour, seeking and obtaining literacy and numeracy skills for women and organising residential courses through *Mahila Shikshan Kendras* (Womens Training Centres) for young girls/women who could not get the benefit of formal school education. As on March 2007, the programme has been in operation in 21,000 villages spread over 83 districts in nine states viz; Andhra Pradesh, Assam, Bihar, Gujarat, Jharkhand, Karnataka, Kerala, Gujarat, Uttar Pradesh and Uttarakhand. From the financial year 2007-08 the programme is being extended to two new States i.e. Madhya Pradesh and Chhattisgarh. The budgetary allocation for the Scheme for the financial year i.e. 2007-08 is Rs.34.00 crores.

Evaluation studies have shown that Mahila Sanghas through various programmes and awareness campaigns have brought about a change in the outlook of rural

women and the effects are evident in various facets of life at home within the family, the community and at the block and Panchayat levels. The programme has also focused on awareness of the need to educate the children, especially girls, to give equal status and opportunities which has resulted in a direct impact on enrolment and retention of girls in school (Kameshwari, 2002).

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) Write a brief note on Mahila Samakhya Programme.

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1.4 FINANCIAL ALLOCATIONS AND UTILISATION

A review of the financing of adult education during last fifty years brings out two clear-cut phases. In the first phase spreading over the period 1951-79 - the First to Fifth Five Year Plans - the total outlay for adult education was nominal and ranged between Rs.50-180 million. In the second phase spreading over the period 1980-2002- the Sixth to Tenth Five Year Plan - the total outlay increased many fold and ranged between Rs.1,280 to 17,734 million (see **Table 1.1**). While the increase in outlay during the first phase was nearly 3.5 times, in the second phase the increase was nearly twelve fold. In terms of percentage of funds allocated, with the exception of the First Plan, when about 3% was allocated to adult education, in the subsequent Plans, it ranged between 1% and 9%. Comparative increase in allocation to adult education during the First Plan may be due to the special interest taken by the first Education Minister, Maulana Abul Kalam Azad, who was keen to make an “immediate start with Social Education” (Shah, 1993). In fact even before the formulation of the First Plan, the Education Minister had allocated ten million rupees to adult education. After the demise of Azad, his successors did not show much interest in adult education. Besides, there was an acute shortage of resources caused by the India-China war. Hence, in the Third Plan (1961-66), adult education received only 1% of the education outlay. The low percentage of allocation to adult education during 1950-70 may be not only due to the official policy of promoting elementary

education, but also increased investment in industries, agriculture and infrastructure development.

There has been a significant increase in the total Plan outlay from the First to Tenth Five Year Plan. The outlay on education and adult education also recorded gradual increase from the First to Eighth Plan. While the total Plan outlay doubled from Rs.4,341,000 to 8,592,000 million from Eighth to Ninth Plan, the Plan outlay for education also recorded an increase from Rs.212,180 to 535,250 million. But in the case of adult education, there has been a decline from Eight to Ninth Plan, i. e. from Rs.15,550 to 11,020 million (i. e. from 7.33% to 2.06%). The decline was very striking in terms of the percentage of funds allocated for adult education to total plan i.e. from 0.36 to 0.12, from Eighth to Tenth Plan. Although the outlay for adult education did increase during the Tenth Plan to Rs.17,734 million, in terms of percentage of adult education outlay to total education, there was a decline from 2.06% to 1.98%. (see **Table 1.2**).

The Plan-wise utilisation of funds for adult education vis-a-vis education (Table No: 3) brings out considerable fluctuations. Compared to the 91% utilisation of funds for education, there was hundred percent utilization of funds for adult education during the First Plan. This trend, however, changed during the Second and Third Plans. While percentage of expenditure on total education was 105 during the Third Plan, it was only 33% for adult education. Compared to the 71% of expenditure on total education, the percentage of expenditure on adult education was 127% during the Fifth Plan. There was substantial increase in expenditure on education and adult education during Sixth, Seventh and Eight Plans which saw the launching of National Adult Education and National Literacy Mission. (see Figure 1.1). While utilisation of funds on education doubled from Eight to Ninth Plan, i. e. Rs.274,580 to 529,890 million, it declined in the case of adult education i.e. from Rs.11,420 to 8,680 million (see **Table 1.3**). What is striking is the sharp decline in expenditure on adult education from the Seventh Plan to Eight Plan - i. e. 111% to 75% per cent notwithstanding the increased allocation. Perhaps, because of the decline in the expenditure during the Eighth Plan, adult education did not succeed in attracting more funds from the government during the Ninth Plan. However, there was an increase in utilization of funds to 81% during the Ninth and Tenth Plans (Shah, 2003). The failure to utilize hundred percent funds for adult education may be due to a number of reasons.

Table 1.1: Outlay and Expenditure on Education : First to Tenth Five Year Plan (Plan- Centre and States/UTs)

(Rs. in Millions)

Plan		Elem. Edn.	Adult Edn.	Sec. Edn.	Hr. Edn.	Others	Genl. Edn.	Tech. Edn.	Total
1 st Plan	Outlay	930 (55)	50 (3)	220 (13)	150 (9)	110 (6)	1460 (86)	230 (14)	1690 (100)
	Exp.	850 (56)	50 (3)	200 (13)	140 (9)	90 (6)	1330 (87)	200 (13)	1530 (100)
2 nd Plan	Outlay	930 (34)	50 (2)	490 (18)	470 (17)	280 (10)	2220 (81)	510 (19)	2730 (100)
	Exp.	950 (35)	40 (1)	510 (19)	480 (18)	230 (9)	2210 (82)	490 (18)	2700 (100)

3 rd Plan	Outlay	2090 (37)	60 (1)	880 (15)	820 (15)	230 (5)	4080 (73)	1420 (25)	5500 (100)
	Exp.	2010 (35)	20 (0.3)	1030 (17.7)	870 (15)	640 (11)	4570 (79)	1250 (21)	5820 (100)
4 th Plan	Outlay	2560 (32)	80 (1)	1180 (15)	8130 (22)	1190 (15)	6840 (85)	1060 (15)	8090 (100)
	Exp.	2390 (31)	60 (1)	1400 (18)	1950 (25)	880 (11)	6680 (86)	1060 (14)	7740 (100)
5 th Plan	Outlay	4100 (33)	180 (1)	2500 (20)	2920 (23)	1220 (10)	10920 (87)	1560 (13)	12480 (100)
	Exp.	3170 (36)	230 (4)	1560 (18)	2050 (23)	660 (7)	7770 (88)	1070 (12)	8840 (100)
6 th Plan	Outlay	9050 (37)	1280 (5)	3980 (16)	4860 (20)	2450 (10)	21620 (88)	2780 (12)	24400 (100)
	Exp.	8900 (32)	1534 (6)	7430 (27)	5370 (19)	1326 (5)	24560 (89)	3180 (11)	27740 (100)
7 th Plan	Outlay	19640 (36)	5490 (10)	6680 (12)	4200 (8)	11740 (21)	47750 (87)	6830 (13)	54480 (100)
	Exp.	28280 (37)	6098 (8)	18290 (24)	11900 (16)	632 (1)	65200 (86)	10850 (14)	76050 (100)
8 th Plan	Outlay	92010 (47)	15550 (8)	34980 (18)	15160 (8)	10440 (5)	168140 (86)	27860 (14)	196000 (100)
	Exp.	124240 (49)	11707 (5)	57890 (22)	23610 (9)	11513 (5)	228960 (90)	25180 (10)	254140 (100)
9 th Plan	Outlay	273630 (55)	11020 (2)	95260 (19)	43500 (9)	26780 (5)	450190 (90)	47790 (10)	497980 (100)
	Exp.	268100 (54)	8905 (2)	93840 (19)	42890 (9)	33105 (7)	446850 (91)	46900 (9)	493750 (100)
10 th Plan	Outlay	452651 (53)	17734 (2)	161936 (19)	77112 (9)	61690 (7)	771123 (90)	85197 (10)	856320 (100)
	Exp.	649951 (67.5)	14037 (1.5)	109013 (11)	69543 (7.5)	63670 (6.5)	906214 (94)	59457 (6)	965672 (100)

Note: Figures in brackets indicate %age of outlay and expenditure to total Education.

Source:

- 1) *Budgetary Resources for Education 1951-52 to 1993-94.* Department of Education, MHRD, Government of India.
- 2) *Analysis of Budgeted Expenditure on Education – Government of India: 1994-95 to 2002.* Department of Education, Ministry of Human Resource Development, New Delhi.
- 3) *Analysis of Annual Plans of Education Sector during Seventh Plan and Eighth Plan: Education.* Planning Commission, New Delhi.
- 4) *Financial Progress of Education Sector during Ninth and Tenth Plans.* Education Division, Planning Commission, New Delhi.
- 5) *Analysis of Budgeted Expenditure on Education: 2002-03 to 2004-05, 2003-04 to 2005-06, 2004-05 to 2006-07.* MHRD, Government of India.

**Table 1.2: Plan-wise Percentage of Education Outlay to Total Plan
(Rs. in Millions)**

Five Year Plan	TOTAL PLAN (Outlay)	Outlay on Education		Percentage of		
		Total Education (Outlay)	Adult Education (Outlay)	Total Education to Total Plan	Adult Education to Total Plan	Adult Education to Total Education
First Plan (1951-56)	20,690	1690	50	8.17	0.24	2.96
Second Plan (1956-61)	48,000	2770	50	5.77	0.10	1.81
Third Plan (1961-66)	75,000	5600	60	7.35	0.08	1.07
Fourth Plan (1969-74)	159,022	8220	80	5.17	0.05	0.97
Fifth Plan (1974-79)	388,532	12850	180	3.31	0.05	1.40
Sixth Plan (1980-85)	975,000	25240	1280	2.59	0.13	5.07
Seventh Plan (1985-90)	1,800,000	63830	5490	3.55	0.31	8.60
Eighth Plan (1992-97)	4,341,000	212180	15550	4.89	0.36	7.33
Ninth Plan (1997-2002)	8,592,000	535250	11020	6.23	0.13	2.06
Tenth Plan (2002-07)	15,256,390	922754	17734	6.05	0.12	1.98

Source:

- 1) *Report of National Development Council Committee on Literacy*. Planning Commission, Government of India – January, 1993.
- 2) *Indian Planning Experience – A Statistical Profile*. Planning Commission, Government of India, January, 2001.
- 3) *Analysis of Annual Plans of Education Sector: Ninth and Tenth Plans*. Education Division, Planning Commission, Government of India.

**Table 1.3: Utilisation of Plan Funds during Five Year Plan Periods: Education and Adult Education
(Rs. in Millions)**

Plan	OUTLAY		EXPENDITURE		% age of Exp. On Outlay	
	Total Education	Adult Education	Total Education	Adult Education	Total Edn.	Adult Edn.
First Plan	1690	50	1530	50	91	100
Second Plan	2770	50	2730	40	99	80
Third Plan	5600	60	5890	20	105	33
Fourth Plan	8220	80	7860	60	96	75
Fifth Plan	12850	180	9120	230	71	127
Sixth Plan	25240	1280	29160	1534	116	120
Seventh Plan	63830	5490	85400	6098	134	111
Eighth Plan	212180	15550	274580	11707	129	75
Ninth Plan	535250	11020	529890	8905	99	81
Tenth Plan	922754	17734	1065089	14290	114	81

Source : *Analysis of Annual Plans and Five Year Plans of Education Sector*. Education Division, Planning Commission, New Delhi, 2007.

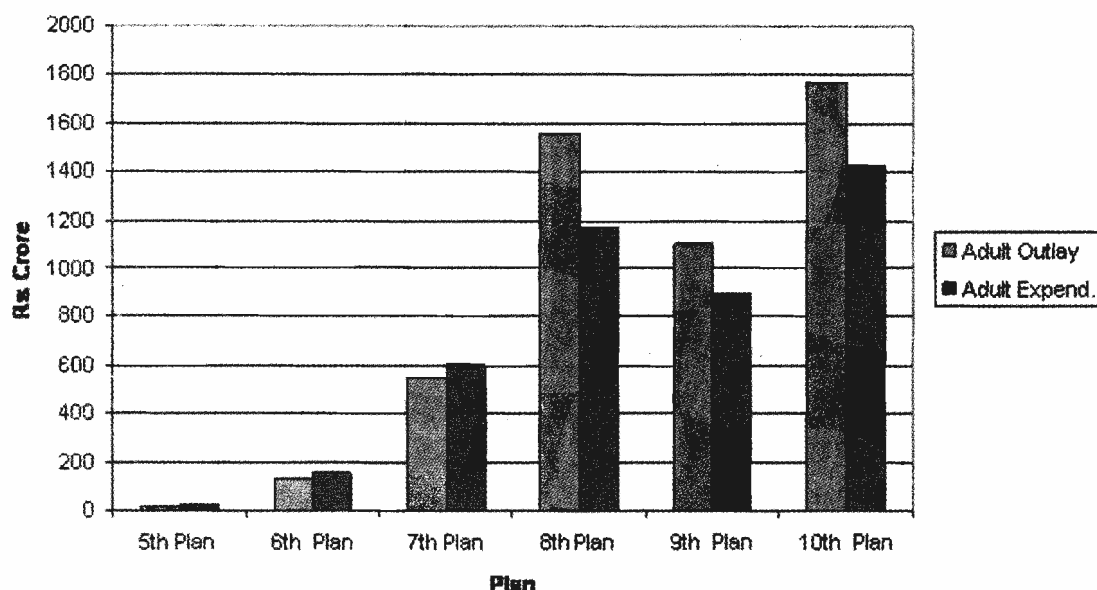


Figure 1.1: Outlay and Expenditure on Adult Education

Source:

- 1) *Budgetary Resources for Education, 1951-52 to 1993-94*. Department of Education, Ministry of Human Resource Development, New Delhi.
- 2) *Analysis of Budgeted Expenditure on Education – 1994-95 to 2002-03*. Department of Education, Ministry of Human Resource Development, New Delhi.

Table 1.4: Education Expenditure As Percentage To Gross National Product During Selected Plan Periods

(Rs. in Millions)

Plan Period	GNP	Total Expn. On Adult Education	Total Expenditure on Education	% of Adult Edn. Expn. to GNP	% of Total Expenditure on Edn. to GNP
6 th Plan period	8704770	1925.34	273770	0.02	3.15
7 th Plan period	16442290	7314.44	612500	0.04	3.73
8 th Plan period	46250670	13741.46	1667210	0.03	3.60
9 th Plan period	86913380	11358.00	3449007	0.01	3.97
10 th Plan period	142244780	19033.00	5017232	0.01	3.53

Source:

- 1) *Economic Survey 2005-06*. Ministry of Finance, Government of India.
- 2) *Budgetary Resources for Education 1951-52 to 1993-94*. Department of Education, Ministry of Human Resource Development, New Delhi.
- 3) *Analysis of Budgeted Expenditure on Education from 1994-95 to 2002-03*. Department of Education, Ministry of Human Resource Development, Government of India, New Delhi.
- 4) *Analysis of Annual Plans of Education Sector during Seventh Plan and Eighth Plan*. Education Division, Planning Commission, New Delhi.
- 5) *Financial Progress of Education Sector during Ninth Plan and Tenth Plan*. Education Division, Planning Commission, New Delhi.

1.4.1 Reasons for Non-Utilisation of Funds

Some of the Review Committees on adult education specially on Social Education and National Adult Education Programmes, (NAEP) have touched upon the financial aspects to a limited extent and commented on the “defective financial administration”, “procedural difficulties”, and “weak financial monitoring” to be some of the reasons for the failure to utilise the full grant (Report of the Review Committee on National Adult education Programme, 1980). The Comptroller and Auditor General’s (CAG) Office which undertakes periodical audit of the programmes of the Civil Departments of Union Government made detailed investigation into the financial management of adult education programmes. Since 1986, the Comptroller and Auditor General’s Office has brought out three detailed reports on adult education programmes implemented during the Sixth and Seventh Five Year Plans. The CAG Report of 1985-86; which made a thorough study of the financing of adult education during the Sixth Five Year Plan, covering Rural Functional Literacy Projects (RFLP), Shramik Vidyapeeths (SVs), Nehru Yuvak Kendras (NYKs), Adult Education Programmes implemented through universities and colleges revealed that achievements of these programmes were far below expectations and targets fixed. It revealed several financial irregularities viz; diversion of funds, purchase of non-permissible items, non-return of advances, interpolation of records, non-submission of audited statements and utilisation certificates. The CAG Report of 1991, which test audited the adult education programmes implemented during 1985-90, further reiterated the earlier observations and pointed out that as many as 261 voluntary agencies which received the first instalment of grants, neither applied for the second instalment, nor submitted the reports and audited accounts. It observed that several States - Bihar, Karnataka, Maharashtra, Punjab, Tamil Nadu kept a large chunk of adult education funds outside the Government account in separate banks. It was further pointed out that out of the 21 agencies entrusted with the work of evaluation during 1985-90, as many as 14 agencies did not submit the report (Government of India, 1987). The third review of CAG conducted during 1995-96, which examined the implementation of Total Literacy Campaigns (TLCs) in five districts of Punjab showed that the state Government did not release its share. The shortfall in expenditure ranged between 34-85 percent mainly due to the inflated projections in the project report. Several financial irregularities committed by the Zilla Saksharta Samithies (ZSS), by making inadmissible payments of honorarium to persons holding non-sanctioned posts, purchase of surplus teaching learning materials and absence of monitoring and evaluation of TLCs have also been pointed out in the CAG report (Union Government, 1992).

The CAG Reports are submitted to the President of India and laid on the table of Parliament. It hardly evoked any discussion in the Parliament. Only a couple of Members of Parliament seemed to have taken interest by asking questions. Some of them wanted to know whether the amount sanctioned for adult education was misused by diverting it to other schemes in various States and if so, the details thereof, State-wise and the action taken by the Government to ensure proper utilisation of the amount. The Honorable Minister of Education, Dr. Murli Manohar Joshi categorically said “no” to the first part of question and stated that “proper utilisation of funds is ensured through State level monthly monitoring meetings in which the implementation of the programmes and the expenditure position are reviewed and corrective measures required, if any, are undertaken

(Lok Sabha, 2001). In reality, the CAG Report (1997) observed that in Punjab no monthly monitoring meeting had taken place.

One of the Members of Parliament asked a question on the failure of the Government to utilise Rs.2520 million earmarked for NLM during the Eighth Plan and the steps taken to fix responsibility for the underspending. According to the Honourable Minister for Education, Dr. Joshi, the reasons for the shortfall in expenditure were as follows:

The community and voluntary agencies extended assistance in cash and kind towards implementation of the programme. More than ten million volunteers from different sections of society, e.g. students, social workers, ex-servicemen and retired government officials served as volunteer-teachers and trainers to make literate the adult illiterates in the age-group 15-35.... Financial controls were tightened to ensure optimum release and utilisation of funds. Releases were made in installments strictly as per the requirements of the literacy programme subject to submission of utilisation certificates where over due. The monitoring of the programme was made more effective by enjoining upon the state Directorates of Adult Education to hold monitoring meetings every month. Also, there was an economy of Rs.629.5 million in the budget allocation of NLM during the year 1995-96 (Rajya Sabha, 1997).

One of the reasons for the non-utilisation of funds may be traced to the inordinate delay on the part of ZSS in submitting the audited statement of accounts and utilisation certificates to NLM because of which the balance amount is withheld or its release gets delayed. According to the Director General of National Literacy Mission, Shri Jagan Mathew, some of the officials of ZSS find it difficult to prepare the statement of accounts as per the NLM guidelines. He felt that unless the ZSS submits proper accounts, the Internal Finance Division of the Ministry of Human Resource Development may not approve the expenditure and release the balance amount and hence on several occasions, the incomplete statements of account were returned to ZSS (Mathew, 2002). It has been noted that in certain States, specially in Bihar non-utilisation of funds was due to the inordinate delay in the process of operationalisation of the project in some of the districts (Das and Singh, 2002). In West Godavari District in Andhra Pradesh considerable delay in the utilisation of funds was caused due to the release of Central Grants to Consolidated Fund of the State Treasury instead of ZSS (Rao, 2002).

To what extent is bureaucracy responsible for utilisation of funds? While it may be true that bureaucrats can facilitate expenditure by timely approval and expeditious release of funds, often they are handicapped due to the prevalent rules and regulations. As one of the bureaucrats observed, “not only do I have to get convinced of the appropriateness of expenditure but also have to convince a number of persons” in this process of compliance with administrative procedures (Loomba, 2002). The earmarked funds for the programme remain unspent which seems to have agitated some of the grass- roots level workers who feel that “under utilization of funds is a time-honoured bureaucratic practice to justify subsequent budget cut” (Sharma, 2002). Sometimes, it has been observed that certain bureaucrats “sleep over the files” when they do not get clear signals from above or they suspect the bonafides of the implementation agency. Sometimes, the non-utilisation of funds may be traced to the “administrative lethargy” of the officials dealing with adult education as most of them do not recognise the importance and role of literacy in development. According to the former Director

General of National Literacy Mission, Shri Bhaskar Chatterjee, the situation could be improved if the political leadership shows its commitment to adult education and the key bureaucrats play a proactive role (Chatterjee, 2003). Unlike higher and school education which have strong and stable institutions like the UGC, NCERT, ICSSR to provide leadership, the institutional infrastructure in adult education remains rather weak. Besides, there is no continuity of committed leadership in adult education. This may be one of the reasons why some of the junior administrative staff sit over the files without any specific reason. This laxity on their part is often termed as “procedural delay” (Venkateshwarlu, 2003). Some of the delays are overcome when the senior staff follows up the matter or the concerned agency approaches the staff. While the senior officials are routinely transferred, the junior staff remains in the same position for long and tends to develop vested interest.

The frequent transfer of officials at district level and their unfamiliarity with Government of India’s accounting system often delays the preparation of statement of accounts. In most of the ZSSs, there is no accountant and the District Collector who functions as the Chairman of ZSS is over burdened with routine work and finds little time for adult education (Telephonic Interview with Shri Vishnu Kumar, the former Director of Directorate Adult Education, New Delhi held on November 17, 2002). Moreover, some of the District Collectors are very cautious in spending adult education funds mainly due to the involvement of NGOs and media persons in the programme who may raise hue and cry if there is some misappropriation. In comparison with other developmental schemes, the funds for adult education are too small an amount for the District Collector to bother about. It has been reported that whenever a District Collector takes interest in literacy, he/she finds a way of spending the funds by involving the media persons in the programmes so that they do not raise unnecessary criticism. Being aware of this problem of under utilisation, the Directorate Adult Education organized orientation workshops for the officials of ZSSs of Uttar Pradesh and Bihar for improving financial management, which greatly helped in expediting the submission of accounts and release of the balance amount (Kumar, 2002). Organization of regular workshops on financial management in all the States may greatly help in improving the utilisation of funds. If an accounts officer of the NLM could regularly visit different ZSSs, the process of the preparation of accounts could be expedited. There is a need to demystify the accounting system to the officials of ZSS and further simplify the financial proformas of the Government of India.

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) What are the administrative reasons for non-utilisation of funds for adult education?

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1.5 LET US SUM UP

The main thrust of the current adult education policy and programme is on Continuing Education which aims at providing a variety of avenues of lifelong learning opportunities to all sections of society. Unlike the earlier literacy campaigns based on voluntarism, the Continuing Education programme is institutionalised in the form of CECs which are managed by paid Preraks. The CECs are functioning like grassroots level institutions catering to the educational and training needs of the local community. As on March 2007, the CE programme was in operation in 323 districts in the country and was likely to expand to all the 600 districts by the end of the Eleventh Five year Plan. Apart from the CE programme, the Mahila Samakhya programme which focuses on women's empowerment is a major programme which is in operation in eleven states. Notwithstanding the importance accorded to adult education in the several policy and five year plan documents of Government of India during the last three decades, financial allocations have remained much below the actual requirements of the programme. On many occasions, the allocated funds have not been fully utilized. Besides, there has been misappropriation of adult education funds. While the cumbersome financial procedures and disinterest of bureaucracy in adult education have been partly responsible for the under utilization of funds, there has been no pressure group to plead the case of adult education. The various organizations connected with adult education, viz; National Literacy Mission, State Literacy Missions, Zilla Saksharatha Samities, University Departments of Adult Education, State Resource Centres, Jan Shikshan Sansthan and NGOs function in an isolated manner and confine themselves to routine activities. These organizations need to come together and create a strong professional group to promote the cause of adult education.

A review of funds for adult education shows that the allocated funds are not fully utilized. One of the causes for the ineffectiveness of adult education programme may be traced to the pattern of utilisation of resources and not to the provision of outlays. As noted by several committees specially the Committee on Plan Projects and Auditor General of India, cumbersome administrative procedures, rigidity of financial norms, moral turpitude and biased attitude towards adult education are some of the factors which have hampered the utilisation of adult education funds. As noted by J. P. Naik, "we are a nation of good planners, but bad implementors."

1.6 ANSWERS TO CHECK YOUR PROGRESS

- 1) The basic unit of the CE programme is the Continuing Education Centre (CEC). Each CEC is expected to cater to the learning needs of a population of 2000-2500. Each CEC is manned by two Preraks, viz., Prerak and an Assistant Prerak who coordinate various activities of the center. For a cluster of 10-15 CECs, one CEC is designated as a Nodal CE Center.

The CE Guidelines stipulate that each CEC should have three rooms; a room for the library, a hall for indoor activities other than the library and a store. The centre must also have facilities for drinking water and toilets. The layout may be as per local traditions and style but the building must be well lit, airy and user-friendly. In order that the community owns the CEC right from the beginning, it is essential that local people are associated with

the design, construction and interior decoration of the centre. The name given to the centre by the Village Education Committee should be prominently displayed. In the main hall, at least two charts prepared by neo-literates of the village should be displayed containing the following information:

Information in Chart 1

- Postal address of the centre
- Administrative status
- Panchayat head
- Village head
- Population: male-female
- Literacy: male-female
- Main income generating activity Infrastructure
- Ongoing government schemes
- Facilities in the Centre
- Library (Timings)
- Games
- Information
- Any other facilities

Information in Chart 2

Chart 2, should depict the village map prepared by means of the PRA technique involving local participants. The map should indicate location of:

- CEC
- Schools
- Railway station/bus stand
- Structure and Design
- Water resources
- Health centre
- Government offices
- Other places of interest.

The charts must be given a suitable caption by those preparing them such as 'Know your CE centre', 'My Centre', etc.

In the library, the list of books available, subject-wise and level-wise must also be displayed. The information charts and the list of books in the library should be updated at regular intervals. Other items to make the interior beautiful should also be kept.

The learners should be given the responsibility for the upkeep, cleanliness and maintenance of the centre. The Prerak should be able to motivate small groups to take this responsibility by rotation so that all are involved over a period of time.

The overall management of the Scheme of Continuing Education vests, at the district level, with the Zilla Saksharta Samiti (ZSS) or the District Literacy Committee. Funds for the programme will be provided to the ZSS by the National Literacy Mission Authority/State Literacy Mission Authority.

- 2) Apart from assisting the Prerak, an Assistant Prerak is mainly expected to organize literacy programmes. In this connection, he/she is expected to undertake the following activities.:
- Conducting survey to identify eligible neo-literates/non-literates in the area
 - Grouping identified learners according to their literacy skills
 - Preparing a time schedule for running the centre
 - Setting up the literacy centre, putting up the posters, making a congenial seating arrangements, arranging books and teaching/learning aids, proper lighting arrangements in the room
 - Conducting the literacy class as per time schedule
 - Maintaining relevant records/registers for the centre such as attendance register, survey records, etc
 - Monitoring attendance of learners
 - Assessing Progress of learners' achievements
 - Guiding/coaching learners for external evaluation
- 3) The objective of Equivalency Programme is to provide an alternate education programme equivalent to the existing formal system of education, be it related to general or vocational education. This programme is targeted towards those neo-literates who aspire to continue their education and acquire a degree/certification that would place them on an equal standing with others who have successfully completed their studies in the formal system of education. Thus the underlying objective is to bring parity between different systems of education, thereby ensuring that every learner has equality of opportunity if he/she desires to continue studying.

The main aim of this programme is to provide a mechanism by which neo-literates can acquire basic education. Since most of them may find it difficult to access the formal school system due to its rigidities of age, prior educational status, barriers of geography (distance), social restrictions on girls' education, lack of infrastructure, etc., the open learning and non-formal systems are more suitable for such learning.

The National Institute of Open Learning has a provision to offer equivalency programme.

The equivalency programme is visualised as a multi-level programme that would enable neo-literates to move upwards in a step-by-step manner. In this programme three levels are envisaged:

Level 1 would be equivalent to class 3/4 of the formal system

Level 2 would be equivalent to class 5/6 of the formal system

Level 3 would be equivalent to class 7/8 of the formal system.

The curriculum includes both academic and vocational subjects.

- 4) Mahila Samakhya programme is an innovative programme currently in operation in India. Pursuant to the objectives of the National Policy on Education (NPE, 1986), the Mahila Samakhya Scheme was started in 1989 to translate the goals enshrined in the NPE into a concrete programme for

the education and empowerment of women in rural areas particularly those from socially and economically marginalized groups. The MS scheme recognizes the centrality of education in empowering women to achieve equality.

The programme aims at enhancing the self image and self-confidence of women, and creating an environment where women can seek knowledge and information and play a positive role in their own development and the development of society. The *Mahila Sangha* (Womens Collective) is the focal point in each village which provides space where women can meet, be together and begin the process of reflecting, asking questions and addressing their needs through the *Sanghas*. The process of mobilising and organising women is done by a *Sahayogini* or facilitator who looks after the villages. Developing a critical faculty in the members of the Sangha and enhancing learning underlies all *Mahila Samakhya* activities. The programme has not only succeeded in generating demands for literacy and education for children, especially girls, but also in addressing wide ranging issues related to health of woman, improving civic amenities, demanding equal and minimum wages, tackling violence against woman, child marriage and child labour, seeking and obtaining literacy and numeracy skills for women and organising residential courses through *Mahila Shikshan Kendras* (Womens Training Centres) for young girls/women who could not get the benefit of formal school education. As on March 2007, the programme has been in operation in 21,000 villages spread over 83 districts in nine states viz; Andhra Pradesh, Assam, Bihar, Gujarat, Jharkhand, Karnataka, Kerala, Gujarat, Uttar Pradesh and Uttarakhand. From the financial year 2007-08 the programme is being extended to two new States i.e. Madhya Pradesh and Chhattisgarh. The budgetary allocation for the Scheme for the current financial year i.e. 2007-08 is Rs.34.00 crores.

Evaluation studies have shown that Mahila Sanghas through various programmes and awareness campaigns have brought about a change in the outlook of rural women and the effects are evident in various facets of life at home within the family, the community and at the block and Panchayat levels. The programme has also focused on awareness of the need to educate the children, especially girls, to give equal status and opportunities which has resulted in a direct impact on enrolment and retention of girls in school.

- 5) Bureaucrats play a key role in the utilization of funds for adult education. While it may be true that bureaucrats can facilitate expenditure by timely approval and expeditious release of funds, often they are handicapped due to the prevalent rules and regulations. As one of the bureaucrats observed, “not only do I have to get convinced of the appropriateness of expenditure but also have to convince a number of persons” and in this process of compliance with administrative procedures, the earmarked funds for the programme remain unspent which seems to have agitated some of the grassroots level workers who feel that “under utilization of funds is a time-honoured bureaucratic practice to justify subsequent budget cut”. Sometimes, it has been observed that certain bureaucrats “sleep over the files” when they do not get clear signals from above or they suspect the bonafides of the implementation agency. Sometimes, the non-utilisation of funds may be traced to the “administrative lethargy” of the officials dealing with adult

education as most of them do not recognise the importance and role of literacy in development. According to the former Director General of National Literacy Mission, Shri Bhaskar Chatterjee, the situation could be improved if the political leadership shows its commitment to adult education and the key bureaucrats play a proactive role. Unlike higher and school education which have strong and stable institutions like the UGC, NCERT, ICSSR to provide leadership, the institutional infrastructure in adult education remains rather weak. Besides, there is no continuity of committed leadership in adult education. This may be one of the reasons why some of the junior administrative staff sit over the files without any specific reason. This laxity on their part is often termed as "procedural delay". Some of the delays are overcome when the senior staff follows up the matter or the concerned agency approaches the staff. While the senior officials are routinely transferred, the junior staff remains in the same position for long and tend to develop vested interest.

The frequent transfer of officials at district level and their unfamiliarity with Government of India's accounting system often delays the preparation of statement of accounts. In most of the ZSSs, there is no accountant and the District Collector who functions as the Chairman of ZSS is overburdened with routine work and finds little time for adult education. (Telephonic Interview with Shri Vishnu Kumar, the former Director of Directorate Adult Education, New Delhi held on November 17, 2002). Moreover, some of the District Collectors are very cautious in spending adult education funds mainly due to the involvement of NGOs and media persons in the programme who may raise hue and cry if there is some misappropriation. In comparison with other developmental schemes, the funds for adult education are too small an amount for the District Collector to bother about. It has been reported that whenever District Collector takes interest in literacy, he/she finds a way of spending the funds by involving the media persons in the programmes so that they do not raise unnecessary criticism. Being aware of this problem of under utilisation, the Directorate Adult Education organized orientation workshops for the officials of ZSSs of Uttar Pradesh and Bihar for improving financial management, which greatly helped in expediting the submission of accounts and release of the balance amount. Organization of regular workshops on financial management in all the States may greatly help in improving the utilisation of funds. If an accounts officer of the NLM could regularly visit different ZSSs, the process of the preparation of account could be expedited. There is a need to demystify the accounting system to the officials of ZSS and further simplify the financial proformas of the Government of India.

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UNIT 2 ADULT EDUCATION ADMINISTRATION

Structure

- 2.0 Introduction
- 2.1 Objectives
- 2.2 Pre-British Period
- 2.3 The British Period
- 2.4 Post-independence Period
- 2.5 Let Us Sum Up
- 2.6 Answers to Check Your Progress
- 2.7 References

2.0 INTRODUCTION

We know that adult education, like education, is as old as the human civilisation itself and thus forms an essential and integral part or segment of overall education of an individual. Since adult education plays a dynamic role in the social, economic, political, and cultural transformation it, accordingly, becomes subject to certain changes from time to time so as to suit the changing needs, in nature, forms, objectives, content and level. In this unit we will discuss adult education administration in India and the course of changes that took place in its administration over time. For the sake of convenience, we divide our discussion into three periods: pre-British period, the British period and post-British period. The major focus of our discussion will, however, be on administration of adult education with a view to understanding the significant change(s) therein over time.

2.1 OBJECTIVES

After going through this unit, it is expected that you will be able to:

- Understand the nature and scope of adult education and its administration in India;
- Explain how adult education has been administered during different periods of time; and
- Appreciate the changes that took place in adult education administration over time.

2.2 PRE-BRITISH PERIOD

As we have learnt in the preceding units, adult education is not new to India. It has existed since the time immemorial, but in different forms in different places at different times. Here in this section let us look at education in general along with possible special reference to adult education during the pre-British period.

India had a highly developed urban civilisation such as the Indus Valley Civilisation which flourished about four to five thousand years ago, and the people then too learned reading and writing. Different kingdoms existed in the Vedic age (2000 B.C. - 1000 B.C.) The Education of the Aryans or the people of the Vedic age, pertained to language, literature, fine arts like dancing and music and military science. People were fond of listening to the bards. In the administration the King was helped by several officers like the Royal Priest (Purohit), Commander-in-Chief (Senapati) and the Head of the village, who managed the affairs of the village through an elected Panchayat. During the later Vedic period (1000 B.C.- 600 B.C.) several *ashrams* came into existence in the forests and education was free and universal, women enjoyed freedom to receive vedic education. When caste system gradually became more defined, education of caste children and practices of caste adults became a subject matter of some rigidities and restrictions. The Brahmins lived in the ashrams with their students, and taught them and fostered brahmanical Hinduism. Later period (600 B.C. - 540 A.D.) witnessed the beginning of religious unrest and many changes took place in the educational system. The growth of Buddhism and Jainism not only dealt a fatal blow to brahmanical Hinduism and dominance of caste system, but also established educational centres at *Budha Viharas*, and *Monasteries* propagated religious education through its leaders who used the language of the common people. Growth of vast and varied literature also took place during this time. *Schools* and other *institutions of public utility* came into existence during the period of Jainism. *Dharma Mahapatras* were appointed to preach to people, inscriptions of Buddhist principles on stone became popular, and education was widespread. Subsequently, education progressed very well with even foreign students coming to learn at Universities at Nalanda, Taxila, Sarnath, Ujjain, etc (Sen, et. al, 1984).

Dutta (1966, p.4 and 1986, p.12) points out: "Gurukulas, Ashrams, Maths, Pathasalas, Muktabas and Mudrasaas were the educational centres not only for children and adolescents but also for adults – the rich and the poor, the king and the commoner – who could turn to the Guru (teacher) for guidance and advice and for getting the kind of education they needed." Whereas, S. C. Mohanty (1991, p. 145), J. Mohanty (1991) and Pati (1989) mention that adult education had existed through the medium of social and religious institutions like the Daskathia, Jatra, Suango, Goptipuo Nachas, Ramlilas, Bhagabat Tungis, Kirtans, Kathakars, Theatres, dramas, dances, village markets, assemblies and so on. Besides these, meetings, learned discourses, debates, conferences, fairs, festivals, cultural programmes, stories, poems, folk songs/culture, bibliographical anecdotes, etc were also the means of adult education. Here what we need to notice is that there are many other forms. All the forms had their local significance and popularity in different places at different times.

Historically, Indian education has been elitist. Traditional Hindu education was tailored to the needs of Brahman boys who were taught to read and write by a Brahman teacher (See http://www.indianchild.com/education_society_india.htm). Broadly, the aims of education included: Infusion of piety and religiousness; Formation of character; Development of personality; Stress on social duties; Promotion of social efficiency and happiness; and Preservation, spread and transfer of culture. A section of Brahman community was always available to sacrifice its life and talents in order to ensure preservation of the sacred texts. Their's was a life-long and almost a tragic devotion to the cause of learning.

Secular benefits they could expect were a few and not at all commensurate with the labour involved. Remaining sections of the Brahman community were fostering the studies of different branches of liberal education, like grammar, literature, poetics, law, philosophy and logic. They were not only preserving the knowledge of the ancients in these branches, but constantly increasing its boundaries by their own contributions, which were then handed down to the medieval times. Specialisation became a natural consequence of this tendency and it tended to make education deep rather than broad. Though ancient Indians held that all should normally receive the benefits of education, they have also laid down that persons who were morally and intellectually unfit to receive it should be excluded from its benefit. But, they were convinced that no good results would follow if education is begun late, in life. Here we can note a fact that it is against the present day adult education philosophy or principles of adult learning, where age is not a bar at all. Since education was regarded as the best agency for improving society, it took several other important steps to realise this ideal. To ensure an adequate supply of teachers, it was enjoined that teaching was a holy duty which a Brahman was bound to discharge irrespective of the consideration as to whether any fee was likely to be received or not. It made education free, and held to public opprobrium and disgrace any teacher who would stipulate for fees. During this period Upanayana used to mark the beginning of the Vedic education, which in several respects resembled the secondary education or adolescence education of the modern times. With the learning of the Gayatri Mantra, the student used to begin his journey on the road to knowledge. The ritual heralded the beginning of a new epoch in the student's life, characterised by dignity, decorum and discipline. The staff exhorted the student to become a careful watchman, charged with the duty of guarding the Vedas. Rituals were naturally prescribed at the beginning and at the end of the annual school session, as they were at the beginning and at the end of the educational course. In pre-historic times the annual session of schools and colleges began soon after the commencement of the rainy season, when the sowing operations were over and crops had begun to sprout. Upakarma, or Sravani denoted a ritual performed at the beginning of the college session. Our authorities declare that the ritual was to be performed only by the teacher along with his students when they had reassembled at the beginning of the session. Kshatriyas and Vaishyas gradually ceased to perform Upanayana and sank to the level of the Shudras. This gave a great set back to their literary education. As far as the professional education was concerned, it was ensured to almost all persons anxious to receive it, but when the caste system became hereditary; every family was expected to train its children and bring them up in the traditions of its profession when they became adults (See <http://www.archive.org/stream/educationinancie03239mbp/...>).

As far as organisation and administration of (adult) education is concerned, only a few educational institutions were located in sylvan solitudes. There is however no information as to what arrangements were made in these institutions for the housing of classes and the lodging of students. In fair weather the classes must have been held under the shade of trees; in the rainy season, some kind of humble tenements must have been found indispensable both for teaching and residence. As far as organised educational institutions like the Buddhist Universities or Hindu temple colleges are concerned, we have definite evidence to show that they used to provide good, spacious and often imposing buildings for their class rooms and hostels. At Nalanda there were eight big lecture halls and as many as

three hundred small class rooms. The college buildings were stately and several storeys in height. The University of Vikramasila was provided with several lecture halls by the Pala emperors. Similar arrangements must have existed at other famous Buddhist centres of education. Military schools intended for aristocratic families were naturally housed in spacious and imposing buildings. Temple colleges were usually located in spacious halls and apartments adjoining the temples, to which they were attached. As far as Organisation of Temple Colleges is concerned, South Indian inscriptions give us a vivid picture about the functioning of the temple colleges and their flourishing there, but throw very little light on their internal organisation. It would appear that they were probably administered by the temple subcommittee of the village council, within whose jurisdiction they fell. It was this sub-committee which administered the estates given as endowments and appointed the teachers of the institution. What subjects were to be taught and how many seats were to be reserved for each of them may have been settled by the temple committee in consultation with the views of the head of the institution. The latter was in charge of the internal administration and the distribution of the teaching work. The supervision of the library and the maintenance of discipline also fell within the jurisdiction of the head of the Institution.

An inscription from Malkapuram, dated 1268 A.D. reveals the existence of an institution (*Malkapuram Temple College*), which was a temple, a college, a hostel and a hospital combined. There were eight teachers in this college, three for the Vedas and five for the secular subjects consisting of grammar, literature, logic and Agamas. There was one doctor in charge of the hospital. In the south Indian colleges there used to be about 20 students on the average under the charge of each teacher. The Malkapuram college had probably about 150 students. They were as usual offered free tuition, board, lodging and medicine. Regarding teachers' pay, the inscription, however, states that while the carpenters and drummers of the temple establishment were assigned one putfi of land for their wages, each teacher was given an endowment of two putfis of land. We do not know anything about the net income of this land endowment. The teacher's income was thus twice the wages of the skilled labourer. The society was offering him just what was necessary for a decent family life. As far as private teachers were concerned, they usually held their classes in their own houses. Religion had a great hold over the public mind in ancient times and this spiritual exaltation of Vidyadana secured so wide and ample a response to the cause of education, both from the public and the government, that it used to become possible to impart free education at least to all poor students wishing to derive its benefits (See <http://www.archive.org/stream/educationinancie03239mbp/...>).

Buddhist monastic colleges began to take up the *education of the laymen* also. From the beginning they used to master the systems of their competitors as well. In a famous philosophical college situated in a sylvan retreat in the Vindhya mountain presided over by Divakarasena, a Brahmana convert to Buddhism, students of Hinduism, Buddhism and Svetambara and Digambara Jainism studied together side by side under the same *principal*. Such an arrangement naturally presupposes a comparative study of the rival systems leading to the broadening of the outlook and the deepening of the scholarship of the average student of the institution. Students started with study of Sanskrit grammar and literature, which lasted for seven or eight years. They were also given some grounding in Pali; as pious Buddhists they had to master some passages from the Pali canon. There

used to be courses for monks as well. The curriculum prescribed for the monk scholar was naturally somewhat different. It did not include any special study of secular sciences like poetics, literature or astrology, but was concerned principally with theological subjects. For ten years after his admission as a novice, the monk-student was under the direct guidance and control of his preceptor, who used to initiate him in the study of Pali and Sanskrit (See <http://www.archive.org/stream/educationinancie03239mbp/...>).

There were efforts to prevent wastage in education even in the ancient period. It came to be prescribed for the whole community primarily to prevent wastage in education. It was, however, regarded as a serious disaster as the modern facilities of books and libraries were then non-existent. In the course of time, therefore, educationalists began to feel that steps must be taken to ensure that even householders would set apart some time in the year for revising their studies. Some of them, like Svetaketu, advocated that they should be asked to spend two months every year in their old colleges for this purpose. The majority, however, felt that it is impracticable to suggest to householders that they should give up their professions for two months every year in order to keep themselves in touch with their studies (See <http://www.archive.org/stream/educationinancie03239mbp/...>). We are all aware how a large number of students lose their study habits and forget a good deal of what they had learnt in their schools and colleges, when they settle down as householders pursuing their own professions. Same is the case with neo-literates who relapse into illiteracy in the absence of a provision for literacy practice and its reinforcement.

During Mughal rule (1526-1858) Muslim education was similarly elitist, although its orientation reflected economic factors rather than those of caste background or religion (See http://www.indianchild.com/education_society_india.htm). During this period, from the early 16th to the mid-19th centuries, education was not the duty of the State, but the rulers encouraged it in different ways (Sen, et. al, 1984). The Report of the Bengal Provincial Committee, Education Commission, 1882, observes: 'The Mahomaden conquest proved disastrous to all indigenous educational institutions. The proprietary rights in land changed hands. The language of the court was changed. Indigenous learning lost most of its support; and after that classes had settled down, the well-to-do classes of the Hindus took gradually to the cultivation of foreign language, literature and manners. The 'tols' were more and more deserted and left to only those who wanted to learn the Hindu rituals. In course of time the Musafaiam teachers and schools drew off the largest portion of the upper and the middle classes of the community, and the tols and the pathasalas either died or barely managed to survive' (See <http://www.archive.org/stream/educationinancie03239mbp/...>).

Thus, the form, content, target group, place, coverage, support, organisation, administration, and so on, differed widely from geographical area to area, from time to time, from kingdom to kingdom, from religion to religion, and from activity to activity. We understand and recognise that the adult education activities were, often, basically intended to promote the knowledge of social, religious, historical, political, medical, fine arts and literary events and aspects. It is through all these forms of adult education that the religious literature, traditional knowledge and values flourished and got transmitted to successive generations. Often both education and entertainment went hand in hand but not related to the economic strivings of the community. Furthermore, these activities were scattered,

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) List some forms of adult education during the Pre-British period.

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2.3 THE BRITISH PERIOD

We all are aware of some fact or detail about the entry of the British, their gradual control over the country and their exit from India. During their period, the British employed the strategy of emotional and intellectual colonization in India to consolidate their political control over the country. But the cunning colonial government selected the education system as the instrument for hitting its targets. “Under British company and crown rule (1757-1947), official education policies reinforced the preexisting elitist tendencies of South Asian education. By tying entrance and advancement in government service to formal/academic education, colonial rule contributed to the legacy of an education system geared to preserving the position and prerogatives of the more privileged. Education served as a ‘gatekeeper’, permitting an avenue of upward mobility to those few able to muster sufficient resources. Even the efforts of the nationalistic Indian National Congress

faltered in the face of the entrenched interests defending the existing system of education. Early in the 1900s, the Congress called for national education, placing an emphasis on technical and vocational training. In 1920 the Congress initiated a boycott of government-aided and government-controlled schools; it founded several 'national' schools and colleges, but to little avail. The rewards of British-style education were so great that the boycott was largely ignored, and the Congress schools temporarily disappeared" (See http://www.indianchild.com/education_society_india.htm).

Through The Charter of 1833, English was announced to be the official language. The formulation of Macaulay's "Minute" in February 1835 wore the mask of general welfare, broadcast under the banner of educational advancement, and recommended the advent of Western learning as beneficial and superior to oriental reserve of knowledge. Added to this, the affinity of the elite section of Indian society to English culture, ideology and education facilitated the British to psychologically harness the nation's mindset. Literally, the British wanted the malleable Indians to learn, speak and breathe English and become shadows of Englishmen. They wanted to generate such a class of the clerks who could act as interpreters between the British and the millions of the Indian populace, whom they governed. The British decided to feel the pulse of the nation, through the effective medium of an English educated servicemen's class. The colonial master understood the urgency for a uniform and proper administration throughout the colonial empire, spawned with the emergence of a class of clerks and translators for handling the administrative affairs. They wanted this class of persons to be Indian in blood and color, but English in taste, opinions, words and intellect. They were aware that the colonized Indians could be not only inexpensive but also efficient labour through which they dreamed of breeding an economically flourishing colony, generating enormous wealth. Accordingly they saw the success of their plan through the Westernised education because the recruitment of Indian brains in the junior posts of British administration reaped in the rich harvest of government income (http://www.indianetzone.com/6/promotion_western_education_british_india..htm).

Nevertheless, the real compensation to the nation came indeed through the Western educated true intellectual native Indians. The native reformists performed the feat of pioneering the English Education for the real benefit or advantage of the Indian society. They were imbibed in the illumination of Western learning, while preserving simultaneously the inherent Indianness associated with them. Their exposure to the rational attitude of the Western philosophy, the ideology championing the rights to liberty, equality and fraternity, and the scientific inventions and theories invited the dawn of consciousness on them. They utilised the Western scientific, rational and intellectual thought to complement the oriental sense of respect for tradition and culture, and the cohesive pro-life force innate in Hinduism. They aimed at cleansing the Hindu religion and society, which by then had become polluted with harmful, blind and meaningless superstitions and customs such as Sati, and brought in innovated modern and liberal modifications, like widow-remarriage, amongst other things.

To augment the efforts of the British Government the Christian missionaries marched forward to plant the flag of British Imperialism in India, under the humanistic camouflage of Educational Campaigns. Their target was the elite Indian section of the society. It was so, because many prestigious families were

enamoured of the newness of English education. Female education, however, did not rise to that much of prominence, as it should have. No matter how publicly the British tried to advertise the importance of the growing “woman question”, dealing with the rights of females, the actual scenario was very different. Still, one cannot deny the role of the unmarried female missionaries who crowded to India to elevate the status of the downtrodden women and children. They taught women their value through education. Their way of imparting education was through narration of stories in the domestic space of the households. Women learnt the art of needlework, not only for daily family use, but also for earning a livelihood. Christian Missionaries very wittily manipulated the adult Indian women to embrace Christianity. However, success was very limited. The reason was that women were dominated by the males who were the law-makers. Yet, the wave of Western education did not die away. There was also the native glory given by native intellectual reformists by way of opening separate schools to boost up female education. However, British India, got its final platform for the spread of Western education, when the Wood’s Despatch was structured in 1854. The Despatch promised to provide grant-in-aid for the amelioration of the private educational institutes, which had led to competition, in terms of performance, between indigenous educational institutions and the missionary schools and colleges. The strife for superiority continued. James Long, the noble British, together with the Missionary organizations kept alive the zeal for dissipating education among the masses. Finally, the Hunter Education Commission (1885) officially sanctified their resolution to attain mass education. It is worth realizing the truth, that the British might have credited themselves as harbingers of Western education in India, but then all their efforts would have been in vain, had the brilliant Indian intellectuals not been able to capture its essence. The Indians had the radiance of merit to not only cope with Western learning but also increase its treasure with their precious literary contributions and scientific inventions. Today, it is the Indians who rule the domain of global science, a field of knowledge, which was once the prerogative of the Westerners (http://www.indianetzone.com/6/promotion_western_education_british_india..htm).

During the British period, beyond any doubt, adult education became more popular in the larger context of the British attempting to retain their power and reign over India through an English educated class of clerks on the one hand, and on the other, the freedom fighters and indigenous intellectual reformers attempting to thwart the British designs to the advantage of the nation. The result is, adult education as a part of general education assumed greater significance in the policies and programmes of the British Government for generating and promoting English literate/educated clerks for facilitating their administrative affairs. At the same time, the diverse political groups, freedom fighters and social reformers with different strategies tried to reach the masses through local languages and indigenous system of education. The night schools, literacy centres for adult illiterates, jail schools for teaching literacy to prisoners and circulating libraries for the literate and educated public came into existence in different princely States as well as in the Provinces. Upsurge of political parties, various organisations and agencies, freedom fighters and national thinkers, and different movements – freedom movement, Cooperative Movement, Khadi Andolan, Reforms movement for removal of social evils including untouchability, etc — added dynamism to the efforts of adult education by providing incentive, impetus and fillip to the activities related to promotion of literacy and generation of

awareness among the populace for encouraging revolt against the British. Their collective efforts through the respective vernacular or local languages became big mass movements and acquired national dimension in various forms.

The dominant features such as illiteracy, poverty, ignorance, famines and diseases of then India and the growing movements for public awareness and revolt had become a nightmare for the British. The British rulers aided by the missionaries working in India and the Indian administrative Babus, were also determined to dilute all kinds of educational and other movements against its rule by hook or by crook. Thus, the aims, objectives and functions of adult education programmes and activities of the British and the Indian leadership were almost a total contrast. There was “*parallel administration*” of respective policies and movements — one by Indians to mobilise the general populace against the British rule and, the other, by the British to mitigate its Indian servant community such as the bureaucrats and other beneficiaries, to help the British perpetuate their rule by diluting these movements. As a result, there were several setbacks to both sides of the “administration and organisation” in terms of lack of cooperation and coordination at local and regional levels, amongst other things, at different times in different ways due to their mutually opposing policies and approaches.

Towards the end of the British rule, during 1937-39, when the Congress Ministries were in power in most of the provinces, the adult literacy programme achieved premium and a Provincial Mass Literacy Committee (PMLC) consisting of official and non-official members with the Education Minister as its chairman was formed in 1938. Suitable learning materials were developed and libraries were set up to support the literacy centres. Central Advisory Board of Education (CABE) in its fourth meeting in 1938, set up an Adult Education Committee under the chairmanship of Dr. Syed Mahmud, the erstwhile Education Minister of Bihar to consider the problem of adult education on all India basis. The committee in its report submitted to CABE in 1939 (See Shah, 1999, pp.49-58) not only emphasised the adult literacy programme, but also recommended training of literacy teachers, motivation of adults, use of audio-visual aids, special efforts for retention of literacy and continuing education. During this period the planning and administration of adult education was confined to respective provinces and adult education, thus, came under “*provincial administration*”. Number of recommendations were accepted by CABE at its fifth meeting held in Simla in May, 1940. First and Second All-India Adult Education Conferences were held in 1938 and 1939 respectively. The Indian Adult Education Association (IAEA) was formed in 1939 and provided a forum for the workers and functionaries in the field to promote awareness and to sort out the problems faced in making adult education in the country a success. IAEA continued to be a voluntary organisation without state level associations of its own. However, its membership, besides individual members, included the voluntary organisations from different parts of the country.

From the above discussion we can clearly understand that the local-specific organisation and administration of adult education during pre-British period took a turn to a wide spread but scattered national movements for promotion of literacy and awareness among the masses for action. The British promoted and administered programmes aimed at continuing their rule, while those organised by the freedom fighters and political parties and other nationalists were targeting the British rule. There were thus two broad “*parallel administrations*” of adult

education programmes with mutually contrasting sets of goals and objectives — one set, of the British Government and the other of the Indians. When the Provincial Governments were formed adult education fell under “provincial administration” during this period.

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 is the significant change or shift in administration of adult education that took place during the British period?

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2.4 POST-INDEPENDENCE PERIOD

After independence, the Government of India tried to reorganise and institutionalise adult education programmes in the country. In 1948, the Central Advisory Board of Education set up a committee for planning various schemes of adult education. Adult education was renamed as Social Education. The concept of social education was broadened with a view to building up a comprehensive programme of education for life, covering numerous activities around the core activity of literacy. An International Seminar of South East Asian Countries was organised jointly by the Government of India and the UNESCO at Mysore in 1949 and the theme of deliberations was “Adult Education for Community Action”. This Seminar chalked out a programme of action for a Social Education Movement in India. As a result, some of the experiments were tried out. They include: Adult Education Mobile Unit in Delhi, which moved from village to village, Summer camps in Madhya Pradesh, which were organised with the help of teachers and students, Regional Committees in Bombay, which were formed for implementing and monitoring adult education, and Janata Colleges under State Governments. The programme of social education was implemented by the Community Development Department. The Community Centres, Youth Clubs,

and Mahila Mandals organised different community programmes based on domestic crafts, health and nutrition along with literacy classes.

Since the independent India was young, it was quite natural that the beginning period was marked by wide range of consultations, discussions and experiments. Local and regional level committees and other structures were functioning without proper co-operation and coordination. We must not forget the year 1951, as it was a landmark of the beginning for the planned growth of independent India. "During the First Five Year Plan (1951-56) Social Education Programmes were jointly implemented by the Central and State Governments. At the national level the Ministry of Education and the Ministry of Community Development shared the responsibility of planning and monitoring the social education programmes. In the Union Ministry itself, a section of Basic and Social Education was created in 1953. The Central Advisory Board of Education appointed a Standing Committee on Social Education in 1956. At the State level the State Education Departments and the State Community Development Departments were made responsible for organising the programmes of Social Education which included literacy centres, community centres, libraries, and Janata Colleges. Social Education came to be regarded as a recognised method of community development. The major responsibility of carrying out the field work of social education in the development blocks went over to the community development programme. Each block had a male and a female *Social Education Organiser* who were in charge of implementing the social education programmes for the success of community development programme as a whole. When a number of blocks constituted a 'project' a *Chief Social Education Organiser* was appointed at the project level. The male and the female Social Education Organisers worked under the administrative control of the *Block Development Officer*. Social Education Organisers' Training Centres were set up for providing comprehensive training to the social education functionaries working at project, block and village level. At the end of First Plan, a Scheme for the appointment of *District Social Education Officers* was introduced to provide a link between the social education organisers in the development blocks and the Department of Education in the States and Union Territories. The Department of Education continued social education and literacy work in such areas as were not covered by the community development programme" (Lakshmi Reddy, 2000, p.42).

During this Plan period we can find that the administration of adult education assumed the national character with the direct support and involvement of the Governments at the Centre and the State levels. There was a planned effort made to streamline the administration of adult education at different levels. In brief, the administration of adult education then was as follows.

- National Level : The Ministry of Education and the Ministry of Community Development
- State Level : The Department of Education and the Department of Community Development
- Project Level : Chief Social Education Officer
- Block Level : Block Development Officer and Social Education Organisers

During the period of Second Five Year Plan (1956-61) we notice that there were efforts to involve more Ministries, Departments and other organisations thereby

enhancing the base for wider participation of the community. Thus, in addition to the Ministry of Education and the State Education Departments, Social Education was undertaken by other Government Departments and voluntary agencies. The Ministries of Community Development, Labour and Defence had started separate programmes. The Central Social Welfare Board and Central Board of Workers' Education also organised programmes for education of men and women. The Union Ministry of Education, with the assistance of UNESCO and the Technical Cooperation Mission of the U.S.A., established the *National Fundamental Education Centre* (NFEC) in 1956 to discharge the functions of training, orientation, evaluation and research, material production, clearing house activities, etc., in the field of social education. It was the precursor of the present Directorate of Adult Education (Aggarwal, 1989, p.79).

In the Third Five Year Plan (1961-66), in order to make adult education more effective, an attempt was made to integrate literacy with functional training of adults. Besides continuing the schemes started in the Second Plan, new schemes and projects were launched during this period. They included Janata Colleges, Community Centres, Farmers' Clubs, and Mahila Samities. The teachers, students and educated persons of the community offered their service on voluntary basis. The library scheme was strengthened. State and district libraries were set up. The Jaipur University started the Adult Education Department to provide facilities for higher learning of adults. Indian Adult Education Association conducted a number of seminars. The All India Radio started broadcasting programmes for villages from 30 stations.

Due to the Chinese aggression during the third plan, the Government of India could not lay out the sketch of Fourth Five Year Plan. So, there were annual plans (1966-60) for subsequent three years. The salient feature of adult education programme during this period was the introduction of Farmers' Functional Literacy Project (FFLP) in 1968 by the Government of India. This was an attempt made to link education with development, particularly for increasing production. The project was jointly implemented by the Ministries of Agriculture, Education, and Information and Broadcasting with direct responsibility for the components of farmers' training, functional literacy and farm broadcasting respectively (Pati, 1989, p.20).

The different schemes of adult education launched during the Fourth Five Year Plan (1969-74) included: Farmers' Education and Functional Literacy, Assistance to Voluntary Organisations, Workers' Social Education Institutes, National Board of Adult Education, Directorate of Adult Education, Production and Development of literature for neo-literates and Grant-in-aid to polyvalent centres. The Inter-ministerial Coordination Committee at the national level consisting of the representatives of participating ministries and other technical agencies coordinating the work of the three ministries, reviewed the progress of the joint project periodically and provided guidelines for future course of action. Coordination at the state level was achieved through the Inter-departmental Coordination Committee set up at the state level. Similar coordination links at the district, block and village level were established by the formation of district level, block level and in some cases even village level coordination committees (Dutta, 1986, pp.92-93). At the state level, State Education Department implemented the programme. At the district level, the District Education Officer or the District Social Education Officer was overall charge of the programme

and (s)he lent support to the whole time functional literacy project officer in the day-to-day implementation of the programme and other allied fields such as libraries, reading materials, training of adult education personnel, etc. (Mohanty, S. C. 1991). NFEC which was converted into Department of Non-Formal Education in the NCERT was taken back by the Ministry of Education and Culture and renamed as Directorate of Adult Education in 1971 (DAE, 1988, pp.6-7). It provided technical and professional support to the programmes in the form of materials, media and methods, training and orientation programmes, evaluation of work, etc. The *National Board of Adult Education* (NBAE) was established in 1970. This Board aimed at coordinating the programmes of adult education between the different State Governments and the Central Government on the one hand and among the different Ministries of Government of India on the other. Universities started playing their role in adult education. The University Adult Education Association (UAEA) was established in 1966, which later came to be called Indian University Association for Continuing Education (IUACE) in 1970, helped the University departments to take up pilot projects, to conduct research and to organise extension and extramural lectures. Besides these, special efforts were made for production of suitable literature for neo-literates. We can, thus, notice that the significant development in administration of adult education during this plan was the formation of Coordination Committees at different levels for effective implementation of the programme besides establishment of different structures for providing technical, resource, professional and research support to adult education. Further, the responsibility of administration was stretched beyond one Ministry and interministerial and interdepartmental coordination committees came into existence.

The Fifth Five Year Plan (1974-79) came to an early end by one year i. e. in 1977-78, instead of in 1978-79. This was due to the change of the ruling party at the Central level. During 1975-76, a new project “Non-Formal Education Programme” (NFEP) for the age group 15-35 years was launched for providing education relating to young people’s needs, aspirations and local conditions. The term “Adult Education” or “Social Education” was replaced by “Adult Literacy” in the Plan document, which we can clearly see as a retrogressive step as the term itself is very narrow in its concept and coverage.

Annual plans were implemented for the years 1978-79 and 1979-80 by the then Janata Government at the Centre. Satisfied with the progress of adult education, the Government chalked out a new programme and launched it in the name of National Adult Education Programme (NAEP) on 2nd October, 1978 with the triple components of literacy, functionality and awareness for adults. This was the most significant, comprehensive and the first national level organised effort made by the Government in the field of adult education. Though there were some administrative structures earlier at different levels – State, District and Block – created during previous plans with considerable care and imagination, over the years, either they had become disintegrated or lacked vitality in almost all the States. It was felt that the programme of the size of the NAEP could not be implemented without adequate administrative machinery. Hence, utmost attention was paid to designing of administrative structures with stress on adequacy of the structures, and on proper selection and training of the personnel. Administration was based on the principles of decentralisation and autonomy to the field functionaries. Thus, the decentralised administration with greater autonomy was the distinguishing character of NAEP.

At the national level, the National Board of Adult Education was reconstituted in August 1977. Its membership included Ministries of Central Government, a Minister dealing with adult education from each of the regions of the country, Heads of organisations such as the University Grants Commissions, Central Social Welfare Board, Khadi and Village Industries Commission, Federation of Indian Chambers of Commerce and Industry, Indian Adult Education Association, and a number of other non-official and field workers. The Board had set up the following Committees to attend to specific tasks (GOI, 1979, p.26).

- a) Committee on Preparatory Action (since wound up in the beginning itself)
- b) Committee on Motivation
- c) Committee on Voluntary Organisations
- d) Committee on Post-Literacy and Follow-up Programmes
- e) Committee on Evaluation

The Board had given serious consideration to the various aspects of the NAEP. Practically all important decisions since the establishment of the Board had been taken in consultation with it. The Board had by and large appreciated the conceptual position and the operational outline of the NAEP. The Board had, however, expressed concern about insufficient commitment to the programme, particularly about involvement of voluntary agencies in a number of States. It had also cautioned that unless vigilance is maintained, the NAEP could become a literacy drive, and the components of functional development and awareness building could get comparatively neglected.

The overall responsibility for administration of the NAEP rested with the Ministry of Education. Besides providing a secretariat to NBAE, the ministry was dealing with various inter-ministerial matters and generally overseeing the implementation of the programme in the States. The Schemes of Assistance to Voluntary Agencies and of Shramik Vidyapeeths were directly administered by the Ministry. The Rural Functional Literacy Projects (RFLPs) under which Central assistance was provided to each district of all the States as well as the Schemes of Strengthening of Administrative set up were implemented through State Governments. Apart from the Ministry of Education, other Ministries and Departments of Government of India had also taken positive steps for linkages of their programmes and activities with the NAEP.

At the State level, full-fledged Directorates of Adult Education were set up in some States, while in the remaining States the State Adult Education Officer was made a part of the Directorate of Education (the Directorate of Social Welfare in Madhya Pradesh). In some of these States senior officials were put in charge of adult education, with necessary supporting staff. In all States and Union Territories, State Boards of Adult Education as well as Steering Committees were set up. The State Boards were headed by the Chief Minister or the Education Minister and included Ministers or Secretaries of the various development departments and a number of non-officials. Steering Committees provided means to overcome problems of coordination and attempted to ensure that bottlenecks did not occur.

At the district level, the Collector (Chief Education Officer in States like Maharashtra and Gujarat) was responsible for steering of the programme. He was to function on the advice of the District Adult Education Board (DAEB),

the membership of which included district level development officials, educationists, teachers, representatives, persons connected with voluntary agencies, etc. The District Adult Education Officer was the Member-secretary of the District Adult Education Board . The District Adult Education Officer as the head of the district adult education unit had three types of functions - assisting the District Collector in arranging coordination of various promotional activities, overseeing and monitoring programme implementation by the various agencies in general, and functioning as the coordinator of the District Resource Unit (DRU). In this capacity he had to arrange necessary technical support, particularly in regard to training of the personnel of the various projected agencies of the district.

One of the important innovations introduced in NAEP was the *project approach* – a more or less autonomous administrative unit responsible for implementation of a programme in a compact and contiguous area. Each project had a Project Officer, and, a Supervisor for a prescribed number of centres. The part-time supervisors in Universities and Colleges were to oversee 10 centres and in most voluntary agencies and in Nehru Yuvak Kendras a supervisor was responsible for about 20 centres. In projects administered by State Governments a supervisor’s responsibility extended to 30 centres. It was expected that a supervisor should make at least two visits in a month to each of the adult education centres for which (s)he was responsible. The critical unit in the whole programme was the adult education centre under the charge of an Instructor or an Adult Education Organiser. NAEP was implemented mostly as a government programme without proper involvement of private agencies and public. It was criticised that the programme suffered from excessive dependence on administrative structures and lack of involvement of the mass organisations, media and educational institutions.

During the period of these annual plans (1978-80) a clear policy of adult education with Boards of Adult Education at Central, State and District levels came into existence along with committees – special task committees at national level, Steering Committees at State level and District Resource Units at district level – for providing assistance to the Boards at respective level. Thus, administration was more comprehensive and well planned for providing effective administration to NAEP.

Again, there was a change in the Government at the Central level in 1980. During Sixth Five Year Plan (1980-85) an attempt was made to review NAEP. Based on the report of Kothari Committee emphasis was laid on minimum essential education for all citizens. Technical literacy was used as an important instrumental skill for the age group 15-35 years. Support through a network of rural libraries as well as instructional programmes through mass communication media were taken up particularly after the INSAT was launched. Adult Education had been included as part of the Minimum Needs Programme.

During the Seventh Five Year Plan (1985-90) an epoch-making development was evident in the field of education in general and adult education in particular. “The Challenge of Education: A Policy Perspective”, a document published by the Ministry of Education (GOI, 1985) provided the basic data and information for nation-wide deliberation and for evolving the National Policy on Education (NPE). NPE emphasised the importance of adult education, especially in the context of public participation in National Development Programmes. The Programme of Action (POA) 1986 envisaged a new National Programme of

Adult Education (NPAE), the following main features of the implementation strategy (GOI, 1986, pp.131-32):

- a) Reorganisation of existing programmes to introduce flexibility and other measures for greater effectiveness;
- b) Application of science and technology and pedagogical research for improving the pace and content of learning;
- c) Establishing linkages between adult education and developmental programmes;
- d) Launching of mass functional literacy programmes;
- e) A multi-dimensional programme of continuing education as the instrument for moving towards a learning society;
- f) Creation of dynamic management structures to cope with the envisaged targets;
- g) A distinct slant in favour of women's equality and taking of all measures in pursuance of this resolve.

The Government of India launched a National Literacy Mission, fixing, in particular, the goal of making 80 million illiterates in the age group of 15-35 years literate by 1995. NLM has given a serious thought to the administrative set up for effective planning, organisation and evaluation of the adult education programme. At the national level, National Literacy Mission Authority (NLMA) has been set up with the Minister of Human Resource development as its head. This has been functioning with full autonomy and powers to take all decisions, not requiring reference to the Cabinet. A Mission Task Force has been set up for implementation, headed by Director General, National Literacy Mission who is of the rank of Additional/Joint Secretary of the Central Government. DAE has been providing most of the technical and resource support to NLMA, the State Governments, Voluntary Agencies, etc., in respect of NLM and other activities and programmes of adult education. The chart given below presents the holistic picture of the NLM management structure.

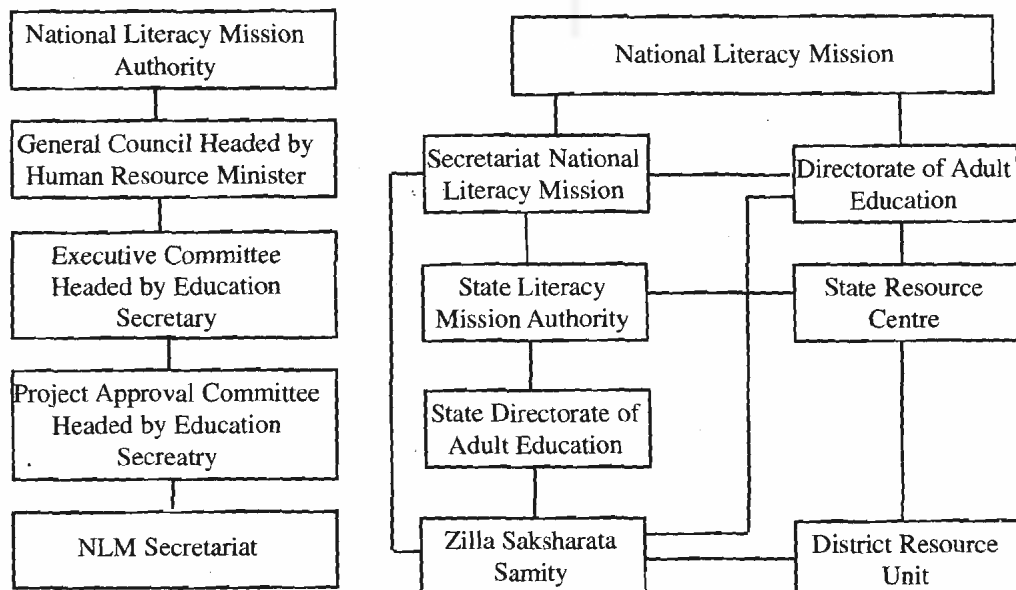


Figure 2.1: Management Structure of National Literacy Mission

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

At the state level, a Commission/Authority has been set up which was headed by the Chief Minister with responsibility for planning and implementation of NLM projects. A State Resource Centre (SRC) exists in most of the States for providing technical resource support to adult education programmes. The SRCs are to assist the State level Commission/Authority. SRCs need to be strengthened by training personnel, provision of adequate financial support and improved coordination with Governments.

At the district level, the District Board of Education is responsible for overall planning and administration of all educational programmes. District Resource Unit (DRU) as a part of District Institute of Education and Training (DIET) has to provide technical resource support to DBEs.

The project envisages total eradication of illiteracy in a district or a block or a particular area with a provision for post-literacy and continuing education for the neo-literates. The project is administratively viable and functionally autonomous for implementation and innovation. The projects are implemented by various agencies like State Governments, Voluntary Agencies, Panchayati Raj Institutions, Nehru Yuvak Kendras, Zilla Saksharatha Samitis, etc. But, the total literacy campaigns (TLCs) implemented by Zilla Saksharatha Samithis, with a district as a unit for the literacy project, have become more popular than the others.

Reflection

You have understood different changes that have taken place in administration of adult education. With your understanding of these changes, do you think that there should have been better components in the organisational structure and administration of adult education in India during the post-independence period? If yes, write down what kind of suggestions you have or structure you contemplate. Compare it with the management structure given above and identify the possible improvements and disadvantages that you think will make a functional difference, if any, in adult education administration.

Given below is the Commission/Authority/Board, etc along with the details of its composition/membership and responsibilities/functions at the respective level.

Level	Authority/ Commission/ Board	Composition/ Membership	Responsibilities/ Functions
National	National Literacy Mission Authority (NLMA)	- Minister of HRD - Political leaders - Scientists - Educationists - Concerned Ministries/ Departments - Director General, NLM	- Environment building - Planning and budgeting for the programme - Operation of Field Programmes - Creation of multi-level structures for development of materials and for training of functionaries - Techno-pedagogic support to National Literacy Mission - Continuing education programmes

			• Provision of media support • Linkages with other development departments • Monitoring, concurrent evaluation and reſearch.
State	State Authority on Adult Education (SAAE)/State Literacy Mission Authority (SLMA)	• Chief Minister • Concerned Ministries/ Departments • Political Leaders • Scientists • Educationists • Director, Adult Education	• Similar functions at the State level as those indicated for NLMA at the national level
District	District Board of Education (DBE)	• Collector • Political Leaders • District Adult Education Officer • Officials of the concerned development departments • Representatives of voluntary organisations	• Planning for eradication of illiteracy in the entire District • Spatial allocation of responsibility among the various agencies implementing the programme • Overall guidance to District Resource Unit
Project	Block or Project Level Committee	• Representatives of functionaries, local community and peoples organisations • Officials of the concerned development departments	• Planning of the programme • Selection and training of supervisors and instructors • Securing linkage with development agencies and mass organisations • Provision of supplies • Research and development • Monitoring and evaluation

Reflection

Do you feel the need for change in the composition and/or functions of any authority given above. If yes, at what level? What are the additions, deletions or other modifications, if any, you want to suggest for enlarging the scope for representation on any authority or its functions. List them out and compare the same with the existing ones for any improvement that you may perceive.

In spite of continued and planned efforts over four decades, the country could not achieve the goals of universalisation of elementary education (UEE) and eradication of adult illiteracy (EAI). Yet, the 1991 census results revealed a literacy rate of over 52 per cent, with a higher rate of growth for female literacy. This was highly encouraging and the country hoped that the broader goal of 'Education for All' (EFA) could be achieved by 2000 AD. Incidentally it received international recognition at the world conference on EFA held at Jomtien in March, 1990. The Government reviewed the National Policy on Education (NPE) in 1990 and envisaged that the Adult Education Programme (AEP) would cover 6 crores illiterates by 1995. So during the Eighth Five Year Plan (1992-97) besides modifying Rural Functional Literacy Programme (RFLP), the post-literacy and the teaching-learning process, the Government evolved new strategies for actions

like area-specific and time-bound approach to achieve 100 per cent or total literacy (TL), massive participation of non-governmental organisations (NGOs) and students, and effective utilisation of traditional and folk theatre forms in literacy work. By 1991-92, the post-literacy programme was institutionalised in the form of 32,000 Jan Shikshan Nilayams (JSNs). Apart from the introduction of Improved Pace and Content of Learning (IPCL) method, which reduced the duration of learning from 500 to 200 hours, technology demonstration programmes were initiated in 42 selected districts. The scheme of Shramik Vidyapeeths (SVs) was reviewed, suggesting a need for its expansion. The number of State Resources Centres (SRCs) increased from 19 to 20. A National Institute of Adult Education (NIAE) was set up in January, 1991 to augment the technical and academic resource support to adult education and to undertake quality research and evaluation studies. Area-specific and time-bound mass campaigns for TL first launched in Kottayam town and Ernakulam district in Kerala in 1989, with the active participation of students and voluntary agencies, were extended to other districts. By March 1992, twenty-five districts had achieved total literacy (in the sense of 85 per cent literacy) and TL campaigns were at different stages of progress in 80 districts in Andhra Pradesh, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Uttar Pradesh and West Bengal covering over 3 crore illiterates with the help of about 30 lakh volunteers. Literacy campaigns covered 447 districts, of which 215 were in Total Literacy Campaigns, 173 in Post Literacy Campaigns and 59 in Continuing Education Phase. District Boards of Education (DBEs) were set up to be the nodal agencies for planning and management of education at the district level comprising formal education, AE, NFE and teacher training. Vertical linkage was established from DBE to Block/or Mandal Education Committees and Village Education Committees (VECs) in a decentralised framework. *Mahila Samakhya* project aimed at empowerment of women through their mobilisation for a change in their perception about themselves and society was launched in 1991 in 10 districts of U.P., Gujarat and Karnataka. It covered 5000 villages in 35 districts of seven States by 1992. The methodology of *Mahila Samakhya* (MS) project of mobilising women's groups to voice their needs was extended in conjunction with the involvement of local community to create a favourable environment to serve as a monitoring mechanism for promoting UEE and adult literacy (<http://www.planningcommission.nic.in...>).

The emphasis during the Ninth Five Year Plan (1997-2002) was on making adult education programme more effective by clarifying the administrative and financing roles of the Centre, the states, Zilla Saksharata Samities (ZSS), Panchayati Raj Institutions (PRIs), other local bodies and non-government organisations (NGOs). Therefore, the focus was on decentralised and disaggregated planning and implementation of literacy, post-literacy and continuing education programmes. The power from the National Literacy Mission Authority (NLMA) was devolved to the State Literacy Mission Authority (SLMA) for financial sanction to projects under the Total Literacy Campaign (TLC) and Post Literacy Campaign (PLC) and empowerment of PRIs and urban local bodies to achieve universal literacy. Other steps included increasing the range and depth of NGO involvement in literacy campaigns; meeting the special needs of Scheduled Castes/Scheduled Tribes (SCs/STs) and reducing rural-urban and male-female disparities in literacy through the campaign mode. Thus, the NLM programme was revamped in 1999 to remove some lacunae. While increasing the scope of the programme, the parameters and norms of financial assistance of

schemes under NLM were substantially enhanced. The main features of the revised scheme were:

- An integrated Literacy Campaign amalgamating all the features of earlier TLC/PLC phases.
- Full freedom to Zilla Saksharta Samitis to attempt synergies with those of local youth clubs, mahila mandals, voluntary agencies, PRIs, small-scale industries, cooperative societies, etc.
- The Continuing Education scheme encompassing removal of residual illiteracy, programmes catering to individual interest and aptitude, skill development, rural libraries, etc., would allow for opening of Continuing Education Centres (CECs) in every major village.
- Major role for NGOs.
- Strengthening of State Resource Centres (SRCs).
- Enlarging the activities of the Jan Shikshan Sansthan (JSS) to enable them to function as repositories of vocational/technical skills both in urban and rural areas.

The NLM covered 96.64 million persons under various adult literacy schemes up to December 2001 and out of 593 districts in the country, 160 districts were covered under TLC, 264 under PLC (including 30 under the Rural Functional Literacy Programme) and 152 under the Continuing Education Programme. NLM focused on the task of imparting functional literacy to persons in the 15-35 age group and set the medium-term goal for itself: *to achieve a sustainable threshold literacy level of 75 per cent by 2005*. The funding pattern of literacy campaigns is 2:1 shared between the Centre and the state government for normal districts. In the case of districts under the Tribal Sub-Plan (TSP) the ratio is 4:1. The per learner cost for one year for a TLC and PLP has been revised upward to Rs. 90-180 for the TLC, and Rs. 90-130 for the PLP with effect from 1 April 2000. The normal time span of a TLC is set at 18 months and that for PLP 12 months. The districts would thus establish the necessary infrastructure and complete the basic literacy and post-literacy activities within a period of 30 months.

The Rural Functional Literacy Projects scheme has been absorbed into the scheme of Literacy Campaigns and Operation Restoration, which catered to people who have relapsed into illiteracy. The revised NLM scheme followed since April 2000 envisaged the new approach of the integration of the activities of basic teaching-learning with post-literacy activities to ensure a smooth transition from TLC to Post-Literacy Programmes (PLP). As a result, TLC and PLP activities were concurrently taken up as the two operational stages of the learning continuum, and drew their financial sustenance from a single budgetary provision. Under the Continuing Education scheme the main thrust was given to setting up Continuing Education Centres (CECs) and Nodal Continuing Education Centres (NCECs), which functioned 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. In line with the existing guidelines, each CEC is expected to serve a population of 2,000-2,500 with the norm being relaxed in sparsely-populated areas. One NCEC is set up for a cluster of eight to ten CECs to oversee and monitor their activities (See Unit 1 - Current Adult Education Policy and Programmes: An Overview).

During the Tenth Five Year Plan (2002-07) the National Literacy Mission continued in place with clear focus and medium-term goals. The Tenth Plan targets for adult education were:

- To achieve full literacy, i.e., a sustainable threshold level of 75 per cent by 2005.
- To cover all left-over districts by 2003-2004.
- To remove residual illiteracy in the existing districts by 2004-05.
- To complete Post Literacy Campaign in all districts.
- To launch Continuing Education Programmes in 100 districts by the end of the Plan period.

For the development of innovative programmes, the assistance of NGOs, SRCs, Jan Shikshan Sansthan, PRIs and other local bodies was solicited. There was greater decentralisation of administrative and managerial activities of NLM to SLMAs. Under Continuing Education Programme priority continued to be on identification and setting up of CECs and NCECs, identification of reading rooms and libraries and the acquisition of audio-visual material and other infrastructural facilities.

The Eleventh Five Year Plan (2007-2012) has placed the highest priority on education as a central instrument for achieving rapid and inclusive growth. It presents a comprehensive strategy for strengthening the education sector covering all segments of the education pyramid. The emphasis is on revamping of NLM programmes with the targets such as achieving 80% literacy rate, reduction of gender gap in literacy to 10%, reduction of regional, social, and gender disparities, and extending the coverage of NLM programmes to 35+ age group, among others.

In order to consolidate the gains of the efforts of Literacy for All (LFA) and Education for All (EFA) there is a commitment to strengthen the existing administration of adult education at all levels by all means. A Mission for Secondary Education is also considered essential to move forward in establishing a knowledge society.

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) State the significant changes that took place in administration of adult education during the post-independence period.

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2.5 LET US SUM UP

In this Unit we have learnt that there was a “clustered and scattered administration” of adult education during pre-British period. Then during early British period the administration of adult education became a subject of “colonial rule”. During later British period there was “parallel administration” of two streams of adult education activities – one stream formed part of Government policy of the British and the other formed part of the national movement for freedom from the British rule. Adult education during this period was marked by multiple aims and objectives with involvement of diverse organisations and different leaders at national, regional and local levels, and by lack of effective cooperation and coordination at different levels. Towards the end of the British rule it was a subject of “provincial administration” under the provincial Governments. During the post-independence period, under the Five Year Plans and annual plans there were adequate efforts for “streamlining adult education administration”. Establishment of inter-ministerial and interdepartmental coordination committees was the significant development during Fourth Five Year Plan. When NAEP, the first national programme of its kind, was launched the administration took the shape of “highly structured and decentralised administration” with some amount of autonomy at each level. Each project under NAEP had become more or less an autonomous administrative unit. Subsequently, during the period of National Literacy Mission, different Authorities, Boards, Committees, etc., were established and the administration became more comprehensive, and well-planned for effective administration of adult education programmes at different levels. Significant developments in the administration of adult education programme under NLM over the years gradually paved the way for “viable administration with full functional autonomy and resource support” at the State and district level to plan, implement, coordinate, integrate, monitor, evaluate and review diverse programmes and activities of adult education.

To sum up, in this Unit, we have discussed thoroughly diverse changes that took place in forms and programmes and administration of adult education during the pre-British, the British and the post-British periods in India. We have also noticed how the socio-economic and political developments at the national level have impacted the nature and character of administration of adult education programmes.

2.6 ANSWERS TO CHECK YOUR PROGRESS

- 1) Gurukulas, Ashrams, Maths, Temples, Pathasalas, Muktabas and Mudrasaas were the educational centres not only for children and adolescents but also for adults – the rich and the poor, the king and the commoner – who could turn to the Guru (teacher) for guidance and advice and for getting the kind of education they needed. Adult education was also taking place through the medium of social and religious institutions like the Daskathia, Jatra, Suango, Goptipuo Nachas, Ramlilas, Bhagabat Tungis, Kirtans, Kathakars, Theatres, dramas, dances, village markets, assemblies and so on. These forms had their local significance and popularity. Besides these, meetings, learning discourses, debates, conferences, fairs, festivals, cultural programmes, stories, poems, folk songs/culture, bibliographical anecdotes, etc were also the informal means of (adult) education.

- 2) The British attempted to retain their power and reign over India through English educated Indian class of clerks. The freedom fighters and indigenous reformers attempted to thwart the British designs to the advantage of the nation. The result is, adult education as a part of general education assumed greater significance in the policies and programmes of the British Government which were mainly aimed at the long term objective of facilitating their administrative affairs for promoting English literate/educated Indian class of clerks. At the same time, the diverse political groups, freedom fighters and social reformers with different strategies tried to reach the masses by way of promoting literacy and awareness among adults through local languages and indigenous system of education for their revolt against the British. There were thus two broad “parallel administrations” of adult education programmes with mutually contrasting goals and objectives — one of the British Government and the other of the Indians. When the Provincial Governments were formed the adult education fell under “provincial administration” during this period.
- 3) During the post-independence period, under the Five Year Plans and annual plans there were adequate efforts for “streamlining adult education administration” in India. Establishment of inter-ministerial and interdepartmental coordination committees was the significant development during Fourth Five Year Plan. Subsequently, when NAEP, the first national programme of its kind, was launched the administration took the shape of “highly structured and decentralised administration” with some amount of autonomy at each level. Each project under NAEP had become more or less an autonomous administrative unit. During the period of NLM different Authorities, Boards, Committees, etc., were established and the administration became more comprehensive, and well-planned for effective administration of adult education programmes at different levels. Significant developments in the administration of adult education programme under NLM over the years gradually paved the way for “viable decentralised administration with full functional autonomy and resource support” at the State and district level to plan, implement, coordinate, integrate, monitor, evaluate and review the diverse programmes and activities of adult education with a view to move the country towards a learning and knowledge society.

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UNIT 3 RESOURCE SUPPORT STRUCTURES OF ADULT EDUCATION

Structure

- 3.0 Introduction
- 3.1 Objectives
- 3.2 Need and Significance of Resource Support Structures
 - 3.2.1 Need
 - 3.2.2 Significance
- 3.3 Origin and Growth of Resource Support Structures
 - 3.3.1 Origin
 - 3.3.2 Growth
- 3.4 Present Status of Resource Support Structures
- 3.5 Let Us Sum Up
- 3.6 Answers to Check Your Progress
- 3.7 References

3.0 INTRODUCTION

In the preceding unit we have discussed the administration of adult education in India. We know that adult education is a broad concept and in its broadest sense it includes a variety of programmes and institutions of adult education. Adult education has received universal recognition today and its increasing desirability and relevance to national development has been well documented and reiterated over the years. The steps taken by the Government for strengthening administration and implementation of adult education programmes have resulted in establishment of resource support structures at different levels without which sustaining adult education programmes in a vast country like India would have been very difficult. In this Unit an attempt has been made to present a comprehensive picture of the origin, growth, transformation and existing status of the resource support structures of adult education along with their nature and functions, and the changes that have taken place therein over time.

3.1 OBJECTIVES

After going through this Unit you will be able to:

- Understand the need and significance of the resource support structures in promoting adult education;
- Describe the growth, diversity and hierarchy of resource support structures for adult education;
- Explain the roles and functions of different resource support structures of adult education established at different levels; and
- Present the existing status of these resource structures in adult education.

3.2 NEED AND SIGNIFICANCE OF RESOURCE SUPPORT STRUCTURES

The successful discharge of responsibilities by different functionaries, authorities or bodies in the field of adult education at different levels depends, to a large extent, on the technical and resource support available and provided to them by the relevant structures set up at the respective levels. Since adult education is a dynamic process, its technical and resource support structures cannot and should not remain static and naturally undergo a change depending upon the changing needs and requirements of the programmes and the roles and responsibilities of different functionaries involved in implementing diverse programmes of adult education. In this section, let us discuss the need and importance of resource support structures in adult education.

3.2.1 Need

In ancient times, as we have learnt in the preceding unit, there was not much demand for involvement of many experts or for establishment of specialised structures at different levels for promoting (adult) education. This was so because of the fact that the purpose, nature, content and mode of delivery or organisation of (adult) education activities were simple and diverse and accordingly the management of these activities was less technical and mostly localised. Added to this, we further understand that there was no definite information available about (See <http://www.archive.org/stream/educationinancie03239mbp/...>) the text-books prescribed for the various courses in different institutions during different centuries in ancient time. These must have been undergoing change time and again when better and more up-to-date books, written by competent authorities, became available. The selection of text books was usually governed by considerations of merit alone. An author had to submit his work to a synod of scholars at a famous centre of learning (like Pataliputra, Benares, etc), and if it was found to be a work of merit by that body, it received its imprimatur, which helped its acceptance and spread in provincial towns. It should be noted that no pecuniary gain was likely to accrue to an author by his book being prescribed in several institutions; for there was no press and copyright in ancient India. The adoption of a work as a text book in a province however increased the reputation of its author, and we sometimes come across writers adopting rather questionable means to get their books accepted.

Subsequently, the scientific and technological inventions and development, knowledge explosion and concomitant explosion of population, human needs, problems, aspirations, interests, demands, etc. over the years have led to educational explosion. In recent times, ever increasing realisation by the Government and public of the need and importance of adult literacy and education for economic and social development, population control, national integration, promotion of democracy, ensuring national security, improving quality of life and raising the standard of life of people has further led to tremendous influence on education in general and on adult education in particular. The existing programmes in the field of adult education have been reviewed, revised and renamed alongside launching new and innovative programmes. As a result, the management and organisation of adult education which was simple, scattered, varied and localised in the past has become increasingly inadequate and irrelevant, calling for frequent changes and new structures to suit to the changing nature, objectives, scope, complexity, size or coverage and so on of the programmes.

3.2.2 Significance

The quality of adult education depends greatly on the quality of its management and administration which in turn depends on the nature, extent and quality of technical support it gets from the established resource structures. The changing nature, objectives, scope, complexity, content, size or coverage, number, etc of the programmes created increasing demand for complex, hierarchically structured and well organised resource support structures spread across the country. Over the years many structures have come into existence to support the management and administration of adult education programmes at different levels. In order to provide better technical and resource support to different administrative bodies and functionaries involved in implementation of diverse programmes at different levels, changes began in the already established/existing structures on the one hand and new structures were created on the other. This is because of the fact that the responsibility of facilitating planning of the programme, selection and training of different functionaries, securing and establishing linkages with different developmental, welfare and mass organisations, monitoring and evaluation of the programmes, research and other studies, etc rests with these structures. To be precise, the significance of resource structures in the field of adult education lies, essentially, in their potential to provide adequate and qualitative support for effective planning, implementation and evaluation of the programmes at different levels.

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) Explain the need and significance of resource support structures for adult education.

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3.3 ORIGIN AND GROWTH OF RESOURCE SUPPORT STRUCTURES

The creation, continuation, conversion, transformation, cessation or closure of any educational institute or organisation or structure depends on many related factors, developments, changes in the field. These factors, developments, changes include socio-economic, bureaucratic, political, and/or educational policies and

programmes that may have direct or indirect influence on adult education. No less than these, the administrative staff and faculty of specialised institutions, structures or organisations that come into existence in the field of adult education directly contribute either to their growth and survival or to their destruction. Some times, the fraud in creating an institution as a part of implementation of a well formulated policy will spell a disaster in its life and growth. The fate of such institutions along with the programmes in the field may add to the woes of the staff concerned. We need to examine these factors as well. In this section, let us look at all these by focusing our discussion on the origin and growth of adult education institutions, organisations or structures which have been created specially for providing resource support to functionaries and activities of different programmes.

3.3.1 Origin

The origin of resource support structure in adult education can be traced to 1939 when *Indian Adult Education Association* was established in the pre-independence period, when the Congress party was in power in most of the provinces. This is the first voluntary organisation of its kind which was established to provide a national forum for the functionaries of adult education in the country, besides performing its role as a national resource centre in adult education.

During the First Five Year Plan (1951-56) Social Education Programme was launched and *Social Education Officers' Training Centres* were established as the resource structures/centres. The main function of these Centres was to provide training to the social education workers at the grassroots level. However, these Centres were not established uniformly through out the country and they were also very few in number. Further, there were no resource centres established at the State and Central levels to enhance, support and build the capacity of these centres.

National Fundamental Education Centre (NFEC) was established in 1956, during the Second Five Year Plan (1956-61). This was the first ever national resource centre of its kind established, supported and funded by the Government at the national level in the post-independence period. But, there were no structures established at state and district levels. The objectives and functions of NFEC were: to provide training and orientation to the key personnel of social education such as the district social education officers; to carry out research to produce prototypes of audio-visual aids and teaching materials for social education; to conduct monitoring and evaluation; and to act as a clearing house of information. The Union Ministry of Education introduced an additional scheme of Workers' Social Education, and *Workers' Social Education Institute* was started at Indore. The other central schemes taken up in the Second Plan period included: the schemes for production of literature for neo-literates; organisation of Sahitya Shivirs (literary workshops) for training authors in techniques of writing for neo-literates; and the establishment of the National Book Trust and Institute of Library Science in the University of Delhi for providing facilities for training in public librarianship. The programme of social education at the Block level included setting up of community centres, youth clubs, mahila mandals, adult literacy centres, recreation centres and training of gram sahayaks (Aggarwal, 1989, p.79). Subsequently, NFEC was also converted into the *Department of Non-Formal Education* in the National Council of Educational Research and Training (NCERT) which also discharged similar functions as that of NFEC.

During the Third Five Year Plan (1961-66), besides continuing the old programmes, a few new programmes/schemes such as Janata Colleges, Community Centres, Farmers' Clubs, Mahila Samitis were launched. Yet, there was a lacuna in terms of not having any resource support structure at the state level for capacity building in social education. Moreover, due to the Chinese aggression during this plan, the Government of India could not lay out the sketch of the Fourth Five Year Plan, and hence *annual plans* were launched during 1966-69. A significant programme called the Farmers' Functional Literacy Programme was launched with 3 F's – farmers' training, functional literacy and farm reading — as the essential components. During this period adult education continued to be an integral part of the community development programme. *University Departments of Adult Education* were established and encouraged to take up pilot projects, to conduct research and to organise extension and extra mural lectures. The *National Board of Adult Education* was set up to advise Government on the development programmes and for enlisting cooperation of the concerned organisations and agencies interested in adult education. Thus, though establishment of structures at grassroots levels and at national level was begun, there was no stability in them till the end of the Third Five Year Plan. Besides that, there were no structures established at State level for providing technical and resource support to the programmes at that level.

3.3.2 Growth

More systematic growth in the resource support structures in adult education took place from the Fourth Five Year Plan onwards. During the Fourth Five Year Plan (1969-74) the Department of Non-Formal Education in the NCERT was taken over by the Ministry of Education and Culture and renamed as *Directorate of Adult Education* (DAE) in 1971. This was really a turning point in the history of adult education in India because a separate resource support structure for adult education came into existence at the national level. The main functions of DAE were to provide technical and professional support to the programmes in the field in the form of materials, media and methods, training, orientation, monitoring and evaluation, research, etc. These functions were, again, more or less the same as those of NFEC or Department of Non-Formal Education in the NCERT. Until this time it was the Congress Party that had been in power at the Centre since independence. Adult education programmes were launched and continued under the name of “social education”.

It was during the Fifth Five Year Plan (1974-79) that “adult literacy” replaced the term “social education” or “adult education” in the literature of adult education. Of course, it is a mark of regression as adult education was conceived in its narrow sense. Moreover, due to the fall of Congress Government, the Fifth Plan could not be completed. The Janata Government which came to power at the Centre in 1977 came out with annual plans. After reviewing the then adult education programmes, it launched the National Adult Education Programme (NAEP) in 1978 by bringing all the programmes of adult education under its purview. It was the first national programme of its kind launched in the field of adult education. This was the time when some serious thought was given to the planning of the programme including its resource support structures at different levels. The DAE had been strengthened and it started playing a significant role at the national level. Further, full-fledged Directorates of Adult/Mass Education were set up in some States, while a State Adult Education Officer was made a

part of the Directorate of Education (the Directorate of Social Welfare in Madhya Pradesh) in the other States.

With the launching of the NAEP some expansion of staff was effected in DAE, but the emphasis was on establishing mutually supportive working arrangements with a large number of international and national institutions and organisations. DAE, thus, was able to establish cooperative arrangements with a number of University Departments and institutions of social science research for resource support. Recognising that no single agency can provide expertise and resource support required for the adult education programmes in the entire country, the implementing agencies were encouraged to develop their own capability in the areas of training, materials production, monitoring and evaluation, publication and dissemination, and research. DAE has lent its support through its technical, personnel and funding resources. From time to time it published books and information materials such as reference books, collection of articles on adult education, training manuals, seminar reports, research reports, prototype materials and publicity materials. It could develop a unit which was concerned with the planning of the follow-up and post-literacy programmes under the NAEP. It made remarkable efforts for developing the resource bases throughout the country in the area of population education as well as its integration with NAEP (GOI, 1988).

At the state level, it was considered necessary to identify and develop an institution such as State Resource Centre which would be able to provide technical support to the programme. DAE triggered the growth of State Resource Centres (SRCs) in the subsequent years/plans. The idea of SRCs developed as a result of a good deal of experiences gained and on the basis of the three conferences on SRCs organised in August, 1977, August 1978 and May, 1979. The Ministry as well as DAE have closely monitored the development of the SRCs. In consultation with the State Governments concerned several measures were also taken to strengthen SRCs. DAE has been advising the Ministry as well as the State Governments in all technical matters besides overseeing the work of the various State Resource Centres (SRCs) and other agencies involved in resource development at the national and state levels. The functions of SRCs are related to the specific needs of different States. There are, however, some common functions which are expected to be performed by all SRCs (GOI, 1979, p.21).

- a) Curriculum development and preparation of teaching and learning materials – publication of methodological guidelines as well as prototypes.
- b) Training – of project officers and supervisors as well as of resource persons who would assist the District Resource Units and also publication of training handouts and other aids,
- c) Post-literacy and follow up materials – including review of existing literature, publication of new materials, issue of organisational guidelines.
- d) Evaluation, research and innovation – including formative evaluation of the activities of the SRC itself as well as other institutions and agencies cooperating in development of curriculum, materials and training, action research and publication of case studies on innovations.
- e) Assistance in environment building - mass media, publication of posters and other materials, exhibitions, etc.

- f) Other publications – including translation of the publications of DAE and the SRCs, knowledge building books on adult and non-formal education, bulletins and periodicals in regional languages.

Over a period of time, State Resource Centres (SRCs) were established in many states and they have been strengthened by training their personnel, providing them adequate financial support and improving coordination with respective State Governments. In addition to the above mentioned functions, SRCs have also taken up field programmes to serve as laboratories for try-out of their materials and methods. Like the DAE, the SRCs have been functioning in close cooperation with other agencies and individuals having interest and capability to support the work of the SRCs. Rather than doing all the work themselves, the SRCs were expected to “farm out” their activities to other suitable agencies. Emphasis was also laid on taking of concrete steps by SRCs for resource-devolution, i. e. training and guiding the personnel of the *District Resource Units* (DRUs) and other local agencies which can provide locally relevant resource support to the implementing agencies.

The establishment of DRUs, though planned, could not materialise on expected lines because of many reasons like the change of the Government at the Centre and consequent review of NAEP followed by its revision during the Sixth Plan and so on. During the Sixth Five Year Plan (1980-85) adult education was made a part of the Minimum Needs Programme. Establishment of DRUs started during this period with simultaneous expansion of SRCs at State level. The professional support in terms of training and research at the district level has been provided by DRUs as part of *District Institute of Education and Training* (DIET). The DRUs discharged the following functions (GOI, 1988, p.44):

- a) Provide technical assistance to District Board of Education;
- b) Train adult education and non-formal education functionaries at the district level;
- c) Orient the functionaries of development departments and other concerned agencies;
- d) Material preparation for basic and post-literacy programmes;
- e) Mobilise media support; and
- f) Evaluation.

The functional areas of DIETs as elaborated by DAE (1988, pp.1-6) and NIEPA (Satya Bhushan, unpublished, quoted in Lakshmi Reddy, 2000) are as follows:

Training

- a) Teachers of Elementary Stage
 - pre-service
 - in-service
- b) Non-formal and adult education
 - Instructors
 - Supervisors
 - Assistant Project Officers

- Project Officers
- c) Planners and Managers
 - Community leaders
 - Functionaries of Voluntary Organisations
 - Heads of Primary and Elementary Schools
 - School Complex Functionaries
 - Block Level Officers

Research and Extension

- a) Research and Studies
 - Action Research
 - Project Experimentation
 - Extension work
- b) Preparation of curricula, learning and teaching materials including adult and non-formal education
- c) Planning and management of institutions, school complexes, learning centres, adult and non-formal education
- d) Tools of evaluation – students, teachers/instructors, institutions, adult and non-formal education programmes
- e) Evaluation studies

Advisory and Professional Services

- a) District Board of School Education
- b) School Complexes
- c) Voluntary Institutions
- d) Educational Institutions
- e) Project Officers and other functionaries of adult and non-formal education

We thus find development of technical and resource support structures with the establishment of DAE at the national level, SRCs at State level, DIETs and DRUs at the district level. All this is no doubt a welcome development. Yet, there was a gap – a need to establish and develop such permanent structures at the grassroots level – which was required to be filled with proper structures, and this has become a focus in the subsequent plans.

Besides expanding the efforts for eradication of illiteracy, development of continuing education was a major thrust area in the Seventh Five Year Plan (1985-90). During this plan, efforts were made to establish and develop some structures at the grassroots level to promote continuing education. The programmes for providing training to adults in functional skills relevant to their respective economic activities were started and strengthened by way of establishing Shramik Vidyapeeths (SVs), and other similar institutions which provided adequate resource support for organising technical and vocational skill-based courses for the benefit of adult learners.

National Literacy Mission was launched in 1988, with a policy decision to convert the existing DAE into National Institute of Adult Education (NIAE) and make it

a national resource centre in the field of adult education. Here, once again, an attempt was made to repeat the previous mistakes of dislocating and renaming of the national resource structure. Nevertheless, NIAE was established in 1991 as a separate autonomous organisation under the MHRD, leaving DAE intact. The functions of NIAE as the national level resource centre for adult education included (See NIAE, Memorandum of Association and Rules, 1991, pp.4-7, quoted in Lakshmi Reddy, 2000):

- a) to organise training, including continuing education programmes for functionaries of adult education and persons who can contribute to the furtherance of the objects of National Institute of Adult Education;
- b) to develop methods and techniques of curriculum preparation and production of teaching/learning materials and also, where appropriate, to develop curricula and teaching/learning materials required for adult education;
- c) to develop methods and the techniques for preparation of post-literacy and continuing education materials as well as of materials on the priority areas such as women's development, population education, skill development, citizenship education, etc., and also where appropriate, to develop such other relevant materials;
- d) to develop a frame work for provision of support by media – electronic and folk/traditional media in academic and technical resource support as well as for improvement of teaching/learning processes, and to develop media;
- e) to develop methods, models and techniques for summative and formative evaluation including MIS of adult education programmes, to undertake such programmes where appropriate, and to develop frameworks for implementation of the programme;
- f) to develop techniques and procedures for establishing levels of learning outcomes of various adult education programmes and for measurement of learning achievement;
- g) to explore and harness ways for application of findings of scientific and technological research for improvement in teaching/learning processes in adult education and in improvement of its management;
- h) to undertake research in adult education;
- i) to serve as a national repository of literature on adult education, including teaching/learning materials, post-literacy and written education materials, research papers, journals and periodicals, wall papers, newspapers, etc;
- j) to establish and maintain a library and documentation centre, and wherever possible, to promote and support similar activities at the state and district levels;
- k) to secure involvement/participation of various institutions, agencies and individuals having interest and expertise in adult education for furtherance of the objects of the institute;
- l) to develop methods and techniques for spread of literacy, including issues of motivation, area planning for illiteracy eradication, effective ways for securing peoples' participation and examination of various management models;
- m) to advise and assist the Central and State Governments in implementation of various adult education programmes;

- n) to serve as an agency of International Cooperation and Exchange in areas of academic and technical resource support;
- o) to assist appropriate agencies in creation of environment favourable for literacy through print and non-print media, including pre-literacy and motivational aids and materials;
- p) to serve as a clearing house for dissemination of information on adult education;
- q) to undertake printing and publication of materials, such as books, periodicals and other literature on adult education and disseminate the same to various agencies and individuals; and
- r) to hold conferences, workshops, symposia on issues directly or indirectly related to adult education.

But, from the policy of National Literacy Mission it could be noticed that the policy decision to convert the existing DAE into National Institute of Adult Education (NIAE) was flouted and, instead, NIAE was established by retaining DAE as it was and much against the very policy decision itself.

3.4 PRESENT STATUS OF RESOURCE SUPPORT STRUCTURES

During the Eighth Five Year Plan (1992-97) (See <http://planningcommission.nic.in/plans/planrel/fiveyr/8th/vol2/8v2ch11.htm>) there was more focus on literacy, post-literacy and continuing education. *District Boards of Education* (DBEs) came into existence. DBE was conceived as the nodal agency for planning and management of education at the district level comprising formal education, AE, NFE and teacher training, and vertically linked to Block or Mandal Education Committees (BECs/MECs) and Village Education Committees (VECs) in a decentralised framework. Post-literacy programmes were institutionalised in the form of 32,000 Jana Shikshan Nilayams (JSNs).

The Shramik Vidyapeeths which came into existence since 1978 acted as Resource Support Agencies to organise training and skill development programmes for promotion of educational, vocational and occupational development of literates, neo-literates, semi-literates and unlettered persons. The Scheme was reviewed and expanded by establishing 25 new Shramik Vidyapeeths during the Plan and were renamed as Jana Shikshan Sansthan (JSS). The Centre provided assistance to the State Governments for strengthening of administration, and to voluntary organisations for various activities.

In the light of the 73rd and 74th Constitutional amendments, literacy assumed greater significance during the Ninth Five Year Plan (1997-2002). While literacy campaigns had covered 447 districts (215 Total Literacy Campaigns, 173 Post-literacy Campaigns and 59 Continuing Education phase) 38 additional districts were covered under Rural Functional Literacy Projects raising the total coverage to 485 districts. Efforts were also made to bring the remaining 40 odd districts under the coverage of literacy. It was also decided to bring all the districts under the continuing education programme. The SRCs, which are managed by NGOs or universities have been providing academic and technical resource support to the programmes of adult education. The scheme was revised during the Ninth

Plan (See <http://planningcommission.nic.in/plans/planrel/fiveyr/9th/vol2/v2c3-3.htm>) and the following major changes were incorporated:

- i) Financial support to SRCs has been enhanced from Rs.30 lakh to Rs.60 lakh in case of category - 'A' SRCs, and from Rs.25 lakh to Rs.40 lakh in case of category 'B' SRCs. Category C was abolished.
- ii) Provision has been made for a one-time grant to the SRCs for infrastructural facilities;
- iii) Provision has been made for NGOs to undertake area-specific continuing education projects as well.

Further, under the scheme of support to NGOs and voluntary agencies, financial assistance was provided for various activities such as:

- Running post-literacy and continuing education programmes with the objective of total eradication of illiteracy in well defined areas;
- Undertaking resource development activities through the establishment of SRCs;
- Organising vocational and technical education programmes for neo-literates;
- Promoting innovation, experimentation and action research;
- Conducting evaluation and impact studies; and
- Organising symposia and conferences, publication of relevant books and periodicals and production of mass media support aids.

During the Tenth Five Year Plan (2002-07) the National Literacy Mission continued focus on medium-term goals. The Tenth Plan targets for adult education were (See <http://planningcommission.nic.in/plans/planrel/fiveyr/10th/default.htm>):

- To achieve full literacy, i. e. a sustainable threshold level of 75 per cent by 2005;
- To cover all left-over districts by 2003-2004;
- To remove residual illiteracy in the existing districts by 2004-05;
- To complete Post Literacy Campaign in all districts;
- To launch Continuing Education Programmes in 100 districts by the end of the Plan period.

To realise the targets some **specific initiatives** have been taken up during the Tenth Plan which included:

- To tackle residual illiteracy in districts which have entered the post-literacy and continuing education phase, basic literacy programmes were taken up along with Continuing Education;
- Flexibility was built into the operation of the scheme and innovative programmes designed to meet specific requirements of tribal pockets, areas with low literacy, including pockets with low female literacy;
- Exchange of visits between different districts for sharing of experiences and educating voluntary instructors of new districts were encouraged;

- Cooperation was sought from all sections like educational, social, cultural, religious and other institutions to make the adult education programme self-reliant in terms of finance, implementation and monitoring;
- Institutional linkages with other departments like those of Youth Affairs and Sports, Rural Development, Health and Family Welfare were developed so that infrastructural and manpower requirements are complemented; and
- NLM integrated literacy with vocational and technical skills and with income generation activities and programmes to improve the quality of life, all of which have a significant impact on generating demand for literacy. To achieve this, strategic plans were drawn up in a time-bound manner so that the requirements and sensitivities of the target group were taken into account. For the development of innovative programmes, the assistance of NGOs, SRCs, Jan Shikshan Sansthan, PRIs and other local bodies was taken.

Further, during the Tenth Plan the NCECs/CECs were developed at various levels. They acted as:

- a) centres of convergence of all development programmes in the village/ community;
- b) centres of learner's participation, providing relevant teaching-learning material, and of regular monitoring of programmes;
- c) data banks containing an inventory of traditional and contemporary art and crafts, existing resource/raw material and infrastructural facilities; and
- d) centres for designing and implementing the various target-specific programmes which require identification of areas which would require collaboration with other agencies.

The focus in the Tenth Plan was on consolidating the already sanctioned TLC projects in order to ensure their successful completion. Under the revised scheme, it was envisaged that basic teaching- learning activities would be integrated with the post-literacy activities to ensure a smooth transition from TLC to PLP. Special focus was laid on problems of disadvantaged groups like SCs/STs and women and special problems of low literacy states like Uttar Pradesh, Bihar, Rajasthan, Madhya Pradesh, Andhra Pradesh, Jammu and Kashmir, Jharkhand and Chattisgarh, the states where the literacy rate was below the national average, and low female literacy districts for reducing the regional disparities in literacy.

With the rapid expansion of TLCs and PLPs, the demand for skill development has increased. Therefore, the scheme of Jan Shikshan Sansthan (JSS) was aimed at improving the effective skills and the quality of life of its beneficiaries. During the Tenth Plan, the following measures were taken regarding JSS:

- The scheme will concentrate on rural areas primarily targeting neo-literates, semi-literates, women and the SCs/ STs;
- At least 30 per cent of the beneficiaries of the scheme must be neo-literates;
- The literacy contents in Jan Shikshan Sansthan courses will be increased. A non-literate or neo-literate joining a vocational training course should get an opportunity to strengthen his or her literacy skills through the Jan Shikshan Sansthan;

- The teaching-learning material for vocational training and skill development programmes will be planned in consultation with the SRCs and Zilla Saksharta Samitis;
- The Jan Shikshan Sansthan would take up vocational programmes which have employment potential in consultation with the Zilla Saksharta Samitis;
- The Jan Shikshan Sansthan will provide academic support to the Zilla Saksharta Samitis in organising vocational programmes in the Continuing Education scheme;
- The Jan Shikshan Sansthan will be encouraged to undertake innovative programmes; and
- The Jan Shikshan Sansthan will have to run 10 to 15 CECs and at least one NCEC directly under it, in consultation with the Zilla Saksharta Samiti.

It is expected that NGOs would take up more innovative projects, which would serve as examples for making policy changes by the NLM. The total number of JSSs went up beyond 220. The number of SRCs went up to 26. In order to raise the level of expertise of the SRCs in training and implementation of Continuing Education schemes, their functions in the Tenth Plan period were envisaged as:

- Development of literacy materials (primers for TLC/PLP), neo-literate material (books, booklets, etc.) and other forms of literature;
- Development of training manuals for different levels of functionaries;
- Imparting training for key resource persons, *preraks*, voluntary instructors, master trainers and district coordinators;
- Development of audio-visual aids for adult education programmes;
- Coordination with the media (both electronic and print media);
- Monitoring and evaluation of literacy programmes being implemented by Zilla Saksharta Samitis, NGOs, etc.;
- Conduct research studies for the improvement of strategies for adult education programmes; and
- Innovations in the field of adult education.

During the Eleventh Five Year Plan (2007-12), the NLM has been revamped with the following targets, special focus areas and special features (See http://planningcommission.nic.in/plans/planrel/fiveyr/11th/11_v2/11v2_ch1.pdf).

Target: i) Achieving 80% literacy rate, ii) Reduction of gender gap in literacy to 10%, iii) Reduction of regional, social, and gender disparities, iv) Extending the coverage of NLM programmes to 35+ age group.

Special Focus is on: i) SCs, STs, minorities, and rural women, ii) Low literacy States, tribal areas, other disadvantaged groups and adolescents.

Main features were:

- Integrating Zilla Saksharata Samitis with the PRIs;
- Bringing literacy programmes at various levels under PRI structures at Block/ Gram Panchayat levels, through Panchayat Saksharata Samitis (PSS);

- Revamping of NLM integrating TLC, PLP, and CEP and introducing a broad-based Lifelong Education and Awareness Programme (LEAP). The LEAP will offer diverse learning programmes, functional skills, Quality of Life Improvement Programmes (QLIP), Vocational Skills (VS), and Equivalency Programmes (Eps);
- Centres for Lifelong Education and Awareness (CLEAs) will be multi-functional and multi-dimensional seeking to provide a variety of learning programmes to beneficiaries;
- ICTs will be more widely used to spread literacy in the country;
- About 250 new JSSs will be set up in the Eleventh Plan. The sanction of new JSSs will be contingent upon independent evaluation of the existing JSS with regard to their utility;
- To ensure transparency in the functioning of JSSs an accreditation process will be evolved in partnership with States, and only accredited NGOs with good track record will implement JSSs. The management of dysfunctional JSSs will be changed. The quality of JSS training programme will be improved with the help of professional technical institutions in the district, and the programmes tuned to meet local demand. Placement record of the trainees in the self-employment will be maintained;
- A stronger synergy would be ensured between the State Resource Centres (SRCs) and the Adult Education Departments in universities for sound academic and research inputs;
- Existing SRC/District Resource Centre (DRC) will be strengthened as per the assessed needs and new SRCs will be set up only in the States where they do not exist. There will be no more than one SRC per State irrespective of the size of the State's population so that uniform standards are maintained including production of Teaching-Learning Materials (TLM); and
- All NGO-operated schemes will be sanctioned to accredited institutions only. The accreditation process will invariably involve State Governments, and the accredited institutions will be listed on the MHRD website.

Reflection

After having gone through the developments and evolution of different resource support structures at different levels during different Five Year Plans, do you now have new ideas or suggestions for:

- bettering these structures in any manner; or
- for introduction of new components into the programmes; or
- establishment of new structures for better implementation of the programmes.

You can list them, and think of furthering the linkages with the existing structures. After getting the clarity for yourself, try to discuss the same with the concerned individuals (experts), institutions and the Government functionaries about their relevance for improvements in implementation of adult education programmes in the country. Know for yourself the acceptability and validity of your ideas and suggestions vis-a-vis the above feedback.

Having been through the above brief description of the metamorphosis of adult education programmes and the evolution of relevant resource support structures over time, we can clearly notice that there were many changes, during the first few Plans, brought about in the nature, location, nomenclature and basic functions of these resource structures without any major purpose. But during the recent Plans (from Eighth to Eleventh Plan), we can see progressive changes and developments in the policies. As adult educators we must be clear about all these changes and developments.

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) Describe the origin, growth and diversification of resource structures for adult education in India.

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3.5 LET US SUM UP

In this unit we have discussed the need and significance of resource support structures for adult education, along with their origin, growth, diversity and status in the field. We have further tried to provide you sufficient understanding of metamorphosis and change in their nomenclature at different levels over time, depending upon the change in the policies, programmes, and the implementation strategies and approaches.

3.6 ANSWERS TO CHECK YOUR PROGRESS

- 1) The quality of adult education administration is determined by the nature and type of structures established for providing resource support at different levels in the field. In order to provide technical and resource support to the different administrative bodies and functionaries involved in implementation

of diverse programmes, adequate resource support structures have been established over time at different levels. In this process, the existing programmes in the field of adult education are periodically reviewed, revised and renamed alongside launching new and innovative programmes, keeping in view the changing needs, demands and situations of the country. The change in the nature, objectives, scope, complexity, size or coverage, number and so on of the programmes have had their impact on the complexity, hierarchy and/or organisation of these structures at different levels, as a result of which the importance of these structures has increasingly gone up over time.

- 2) The origin of resource support structure in adult education can be traced to pre-independence period when *Indian Adult Education Association*, a voluntary organisation, was established in 1939 when the Congress party was in power in most of the provinces. This was followed by the establishment of *Social Education Officers' Training Centres* at the grassroots level during the First Five Year Plan (1951-56) which were, of course, not established uniformly through out the country. However, there were no resource centres established at the State and Central levels to support these centres. The first national resource centre established by the Government was *National Fundamental Education Centre* (NFEC), which was established in 1956, during the Second Five Year Plan (1956-61) to discharge the functions of training, orientation, evaluation and research, material production, clearing house activities, etc. in the field of social education. Subsequently, NFEC was converted into the *Department of Non-Formal Education* in the National Council of Educational Research and Training (NCERT), which also discharged similar functions as that of NFEC. During the Fourth Five Year Plan (1969-74) the Department of Non-Formal Education in the NCERT was taken over by the Ministry of Education and Culture and renamed it as Directorate of Adult Education (DAE) in 1971, performing similar functions. It was followed by the establishment of State Resource Structures (SRCs) at the State level, *District Institutes of Education and Training* (DIETs) and *District Resource Units* (DRUs) at the district level, *Jana Shikshan Nilayams* (JSNs, now called Continuing Education Centres, and Nodal Continuing Education Centres), *Shramik Vidayapeeths* (SVs, now called Jana Shikshan Sansthan), amongst other things, at grassroots level. Now there is a hierarchically structured and well established system of resource support structures for adult education in India to cater to diverse and changing needs of the functionaries as well as neo-literates and other groups of adults.

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Suggested Readings

http://www.nlm.nic.in/revamped_programme_for_impacting.html.

UNIT 4 NEW INITIATIVES AND EMERGING CHALLENGES

Structure

- 4.0 Introduction
- 4.1 Objectives
- 4.2 Emerging National Challenges in Education
 - 4.2.1 Problem of Illiteracy
 - 4.2.2 Educational Inequality
 - 4.2.3 Imbalances in Educational Growth
 - 4.2.4 Failure to Achieve Education for All
 - 4.2.5 Girl-Child Education
 - 4.2.6 Globalisation
- 4.3 Challenges Facing Adult Education
 - 4.3.1 Physical Environment
 - 4.3.2 Teaching-Learning Materials
 - 4.3.3 Learner Motivation
 - 4.3.4 Training of Functionaries
 - 4.3.5 Individual Differences in Learning
- 4.4 New Initiatives and Directions
 - 4.4.1 Revamped Strategy for Eradication of Illiteracy
 - 4.4.2 Learning Individuals to Learning Societies
 - 4.4.3 Rigid Curriculum to Cafeteria Approach
 - 4.4.4 Restricted Admission Policies to Open Admission Policies
 - 4.4.5 Isolation to Partnerships
 - 4.4.6 Knowledge Approach to Vocational Skill-Oriented Approach
 - 4.4.7 State Funding to Self-Supporting Courses
 - 4.4.8 Banking Concept of Education to Conscientization
- 4.5 Let Us Sum Up
- 4.6 Answers to Check Your Progress
- 4.7 References

4.0 INTRODUCTION

Advances in science and technology and changes in industrial progress have increased the competitive potential. The job-related educational measures have become necessary on a continual basis. A paradigm shift has resulted in globalization of economic activity for which the possibilities of world-wide transport and explosive development of the new Information and Communication Technologies (ICTs) must be seen as a prerequisite. The structures of employment, which are being transformed in the course of social development, are closely tied to globalization. With machines replacing people in many areas, the number

of mutual tasks is diminishing, and the number of organizational and management tasks of control are on the increase. Qualification requirements are constantly rising. A further factor is the progressive obsolescence of knowledge. This rapid change in the world requires constant learning. The most important characteristic of knowledge era is that education has become a means of social, political and economic upward mobility, and consequently opportunity for education and training is sought after by all. The innovations in mass communications media, and ICTs have led to major demands on education.

In the present unit, we shall discuss the national challenges in education such as problem of illiteracy, education inequality, imbalances in the growth of educational institutions, etc. Further, problems faced by adult education such as environmental, infrastructural, pedagogical, learner motivation, training and management, etc., shall be discussed in this unit. In this unit, the emerging and innovative trends such as revamped strategy for education of adults, open learning systems, new curricular framework, networking, vocational skill-oriented training, self-supporting courses, from banking concept of education to conscientisation shall also be discussed.

4.1 OBJECTIVES

After completion of this unit, the learner will be able to:

- Understand the emerging national challenges in education and the challenges facing adult education;
- Appreciate the new initiatives and directions/ trends in learning systems as a whole;
- Observe the role of Mass Media and Information and Communication Technologies in the learning process;
- Recognise the open learning systems which facilitate neo-literates and educated adults particularly those who are employed and who have family responsibilities;
- Understand the vocational skill-oriented approach which enables the learners to earn their livelihoods by providing instruction in single crafts or trades; and
- Recognise the need for self-supporting courses and the concept of conscientisation in lieu of banking approach.

4.2 EMERGING NATIONAL CHALLENGES IN EDUCATION

Education in India has often been characterised as having a breadth of access, a range in opportunities, distinction in scholarship and an engagement in social and public issues. Yet there are large segments of population who remain excluded from the benefit of education. This is especially true for scheduled castes, scheduled tribes, minorities, women and other deprived communities. At present the country is facing several challenges in education such as problem of illiteracy, educational inequality, imbalances in the growth of educational institutions, etc. These challenges are discussed in this section.

4.2.1 Problem of Illiteracy

The absolute increase in population was much more than the increase in the number of literates during the decades 1961-71, 1971-81 and 1981-91. As a result of this increase in population, problem of illiteracy continued to grow year after year and decade after decade, though at a decreasing rate after 1971.

According to the 2001 Census, there were 304 million non-literates in the country. Nearly 100 million of these non-literates are in the 15-35 age-group and another 159 million non-literates are in the 35+ age group. Out of 600 districts, 150 districts, which have the lowest literacy rate, alone account for 86.80 million non-literates in the 15+ age group out of which nearly 38.40 million are in the 15-35 age group. In addition, 47 districts of the country have a female literacy rate below 30%. The low literacy rates of SC, ST and minorities and especially of women also call for immediate redressal. The number of non-literates in the 15-35 age-group amongst the scheduled castes is 21.47 million and amongst scheduled tribes is 13.15 million. Further, out of the 88 Muslim concentration districts, 69 districts have a literacy rate below the national average (MHRD, 2005).

Increase in the number of literates in 1991-2001 over took the increase in corresponding population during 1991-2001. However, As a result of tremendous efforts on the educational front a slight decline in the growth rate of population, number of illiterates during the decade 1991-2001 came down from 329 millions in 1991 to 304 millions in 2001. This was a welcome change in the depressing scenario.

4.2.2 Educational Inequality

Post-independent India inherited a system of education which was characterised by large scale inter and intra-regional imbalances. The system of education benefitted a select few, leaving a wide gap between the educated and the illiterate. Educational inequality was aggravated in India by economic inequality, gender disparity and rigid social stratification. The educational backwardness is very high among scheduled castes and scheduled tribes. Women's education is also poor due to low enrolment, coupled with the high dropout rate of girls at the primary stage. Enrollment of girls is much lower than boys. Another dimension of the inequality is the variation in literacy rates between rural and urban areas. Educational development is also not uniform in all the States of the Indian Union. The inter-state differences from one state to another are very high.

Unfortunately, many of the educational interventions have not benefitted those who have been neglected and have not received basic education because of social, economic or geographic reasons. Using both formal and non-formal approaches, the education system must address the needs of the poor and the most disadvantaged, including working children, remote rural dwellers and nomads, and ethnic and linguistic minorities, children, young people and adults affected by conflict, HIV/AIDS, hunger and poor health; and those with special learning needs.

4.2.3 Imbalances in Educational Growth

There exists a considerable imbalance in the growth of educational institutions in India. Emphasis has been given to higher education while neglecting elementary

education. The data available show that the institutions of higher education have increased nearly ten-fold (an increase of 950 per cent), while the primary schools have only doubled (an increase of 118 per cent). The expansion of the tertiary sector caters to the needs of the urban elite who constitute one-fourth of the population. On the other hand, three-fourths of the population lives in rural areas where primary education needs to be emphasised.

4.2.4 Failure to Achieve Education for All

Ensuring that Education for All is provided with adequate, equitable and sustainable resources is the foremost challenge. The Government of India has declared that the whole nation must achieve the goal of education for all through programmes such as Early Childhood Care Education (ECCE), Universalisation of Elementary Education (UEE), District Primary Education Projects (DPEP), Programme of Nutritional Support of Primary Education (Mid-day meal Programme), Non-Formal Education Programme for Children (NFE), Open Basic Education, National Literacy Mission, Mahila Samakyas, Jana Shikshana Sansthan (JSS), etc. Despite the efforts to implement the above programmes, the government has not succeeded in achieving the goal of Education for All. The reasons stated in the evaluation/research reports are: (1) Rapid population growth, (2) Illiterate society, (3) Lack of political will and action, (4) Poor quality and relevance of schools, (5) Educationally disadvantaged States and Groups, (6) Poor enrolment and retention, (7) Inadequate funds, (8) Poor commitment of the functionaries, (9) Unsuccessful total literacy campaigns particularly in Hindi speaking BIMARU States, etc.

Many states continue to face the challenges of defining the meaning, purpose and content of basic education in the context of a fast-moving world and of assessing learning outcomes and achievements. The huge diversity of contexts makes performance and achievements difficult to measure and compare. Further, the Governments need to explore more actively alternative and innovative ways of increasing the resources available to support EFA and to develop clearly defined strategies for achieving EFA goals. The governments must take real and sustained ownership for all such strategies.

With a view to realise the Constitutional Directive of Universal Elementary Education (UEE) and promote Education For All (EFA), effective steps should be taken more extensively by providing suitable incentives and removing all kinds of disparities at various levels (Mohanty, 1994, pp.69-74). These include: (1) Universal provision of facilities, (2) Universal enrolment and retention, (3) Equalising educational opportunities, (4) Improving curriculum relevance and interest, (5) Adopting suitable methods, Media and materials, (6) Improving teacher training and supervision, (7) Bringing about adequate awareness and interest, (8) Developing alternative channels.

4.2.5 Girl-Child Education

The education of girls remains a major challenge. About 60 per cent of all children do not have access to primary education, and girls make up a major proportion of this number. The problems encountered in education of girls/women in India are: the prevalence of social taboos and traditional beliefs, economic dependency, heavy work load, early marriage, discriminating attitude of parents, poverty of parents, low social status, lack of motivation among women, and unavailability of schools (Reddy, 1991).

4.2.6 Globalisation

Today there are a number of changes taking place in the education system because of globalisation of economic activity with opportunities for world-wide employment and the rapid development of new information and communication technologies. Factors such as reduced funding for education, ever increasing competition among educated youth, taking education to the doorstep of disadvantaged communities force the educationists to experiment with innovations in education. These innovations include: Computer-mediated environment which is defined as virtual classroom; application of information and communication technologies to all aspects of the process of education, which is termed as educational informatics. Information can be shared electronically via E-mail, list servers, discussion groups and bulletin boards as well as using resources from the World Wide Web which is the network of computers on the internet that provides information in hyper text, and preservation, distribution and retrieval of information access through digital libraries, etc.

Globalisation is both an opportunity and a challenge. It is a process, which must be shaped and managed so as to ensure equity and sustainability. Globalisation carries with it the danger of creating a marketplace in knowledge that excludes the poor and the disadvantaged.

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) What are the different challenges facing education in India?

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4.3 CHALLENGES FACING ADULT EDUCATION

The history of adult education during the last 50 years shows that many literacy drives were organised before launching of the National Literacy Mission in May 1988. Although several programmes and projects were taken up at state or local levels by government departments, voluntary agencies, educational institutions and individuals, the results have been far from satisfaction. Several reasons could be mentioned for low success rate of adult education programmes. They include:

- a) There is no definite commitment at various levels for the adult education programmes. This has led to inadequate resources, on the one hand, and to half-hearted attempts at implementation of programmes, on the other.
- b) There is a feeling that there should be adequate preparedness for undertaking literacy programmes.
- c) There is little coordination between government departments, voluntary agencies, educational institutions and individuals.
- d) The programmes/projects are often launched hastily, without careful assessment of the needs and interests of adults, without awakening public interest or stimulating the desire to learn.

There are various environmental, infrastructural, pedagogical, learner motivation, training and management related constraints in the field of adult education which are detailed in the following sub-sections.

4.3.1 Physical Environment

In the absence of a proper community hall or a room, most of the adult education centres are functioning in the house of the instructor or in a dingy backroom of a shop or a godown made available by the owner. A majority of the centres in rural areas continue to be without electricity, and due to lack of proper lighting arrangements the programmes suffer. With a view to putting an end to this unsatisfactory state of affairs, the environment in which the adults are expected to learn should be lively, cheerful, relaxing, and the activities which help them to overcome fatigue and drudgery should be organised.

4.3.2 Teaching-Learning Materials

The teaching-learning materials which are being supplied for use in adult education centres are inadequate, often irrelevant and generally poor in quality. The new approach towards teaching-learning skills needs to be two-pronged, to make the contents as functional as possible and the language should be as localised as possible, and to introduce techno-pedagogic inputs. The development of relevant and attractive software should be used in the educational field for improving the efficiency of teaching and learning. Use of sophisticated equipment like television, audio-video tapes and computers should not be frowned upon as too complicated for learners. They can, on the contrary, be put to judicious use in simplifying and making the teaching/learning process more interesting.

4.3.3 Learner Motivation

Learner motivation is the basis for effective learning. But it has been the main problem in the past as well in the present adult education programmes. People can be motivated and their interest can be sustained by employing mass media agencies viz., Radio, Television, Film and Newspaper. The mass media can be used to create conducive environment in the community for learning, to supplement the teaching/learning process and to provide support for the adult education functionaries. Research studies have shown that motivation can be enhanced if there is conducive environment which promotes a literacy, and the programme is of direct interest to learners. Motivation of the learners can be increased by improving the learning environment, creating confidence among them, developing suitable learning material, adapting new approaches and innovative methods and arranging continuing education facilities.

4.3.4 Training of Functionaries

There is scope for improving the quality of training of the functionaries of adult and continuing education programmes. The functionaries are not in a position to do their job perfectly, effectively and proficiently due to lack of proper and timely training in adult education. Under the NLM, the training system has been revamped by introducing participatory training processes, increased number of days of initial training, provision of in-service training, setting up of the District Resource Units (DRUs) for adult/non-formal education as part of District Institutes of Education and Training (DIETs).

4.3.5 Individual Differences in Learning

One cannot ignore the fact that different individuals learn differently. Each learner learns at a certain pace. Some are slow, and some learn quickly. An adult education programme should make allowances for these individual differences. Adult learning should be inclusive, aiming at developing understanding and sensitivity so that the learners can learn together in spite of differences. The advantaged learners should attend to the needs, difficulties and aspirations of the disadvantaged, while recognizing and promoting the special abilities of the disadvantaged (Ward and William, 1977).

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 different challenges facing Adult Education in India?

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4.4 NEW INITIATIVES AND DIRECTIONS

Public, private, voluntary and non-government organisations have often played a leading role in promoting innovative approaches. The more successful programmes have been highly innovative, departing from established educational structures and methodologies. They include: easy accessibility, curricular framework, admission policy, partnerships, modes of delivery, administration, entrepreneurship, etc.

4.4.1 Revamped Strategy for Eradication of Illiteracy

The target for the XIth Plan is to achieve 80% literacy by 2012. The gender gap is to be reduced by 10%. The regional, social and gender disparities are to be brought down. The non-literates in the 35+ age group are also to be covered. The main components of the revamped strategy of the National Literacy Mission during the XIth Plan is detailed in the present section.

The National Literacy Mission plans to strive to impart basic literacy to adult non-literates in the 15-35 age-group living in low literacy districts and belonging to the disadvantaged sections of the society. It would be a time bound campaign implemented in distinct phases.

Instructors of the literacy centres would be paid suitable remuneration with incentives for good performance. A certificate of equivalence with the primary level will be awarded to learners who pass the examination conducted by a local school immediately after completion of the prescribed primers.

The continuing education programme would be re-structured to provide follow-up to the neo-literates through library and reading room facilities. The Panchayati Raj institutions would be approached to provide accommodation and other support. Convergence with other development programmes will be attempted to make literacy visibly linked to issues affecting the daily needs of life of a non-literate. NGOs with a good track record would be involved in taking up innovative projects, vocational training, academic and technical resource support.

4.4.2 Learning Individuals to Learning Societies

Earlier we used to provide educational opportunities to only those who could afford education. Yet there are large segments of population which remain excluded from benefits of education. Due to lack of adequate facilities the poorer sections of society like the tribal populations and those living in remote and hilly areas could not be easily reached. Now with the availability of different mass media, Information and Communication Technologies (ICTs), and open/distance learning systems, it is possible to reach deprived sections of society. The impact of each of the new systems is presented in the following sub-sections.

- i) **Mass Media Communications:** Mass media include those which use modern means of communication, such as radio, television, film, press, publications and advertising. Mass media have brought into existence a new form of common consciousness and modern mass public.

The mass media of communications play a vital role in our contemporary society and they illuminate the social fabric of the nation. They are essential in bringing about quick and rapid social changes, which are an offshoot of modernisation, propelled by scientific and technological advancement. Mass communication media play a major role in a democratic system by acting as machinery for informing people and creating and reflecting public opinion.

In an industrial state, mass media works as an instrument for expanding national economy through the power of advertising. In a social context, mass media help in transmission of cultural heritage from one generation to the other. Mass media are the most potent channels for bringing in social awareness.

Mass media can also play a vital role in enlightening people on democratic values. Mass communication can be better utilised for the purpose of literacy and continuing education. As the formal/traditional means of imparting education is highly structured and within the reach of only a limited number of people, the solution to eradication of illiteracy lies in adopting mass media for the purpose of educating masses.

- ii) **Information and Communication Technologies (ICTs):** ICT empowered education will be a leap forward as it provides a common forum of interaction for students, teachers, instructors, planners and parents. Its full potential will be realised when we reach the stage of Web Based Teaching (WBT). It will change the role of teachers from transmitters to facilitators of knowledge; however teachers will still maintain their eminence by playing a greater role in the learning process by preparing materials and thereby facilitate quality education.

Internet accessibility to resources and information through the use of web allows instructors to share knowledge and experience with colleagues by joining online conferences. Most importantly, it will bring homogeneity in learning standards.

A number of studies conducted across the globe indicate that students with access to ICT systems show positive gains in achievement in all curricular areas. With proliferation of computers and Internet connections in many schools and colleges, it should be possible for teachers to integrate ICTs in curricular areas after initial training.

The role of ICTs in education ranges from its being an instrument of improving the effectiveness in teaching to an alternative to the face-to-face learning with the help of the internet. ICT can be explored as a vibrant tool for knowledge dissemination, effective learning and development of education. Radio, TV, Computer, Digital Libraries, Virtual Classroom and World Wide Web are essential components of ICTs. They should be selected on the basis of accessibility, cost and teaching functions. Positive pedagogic outcomes should be given precedence over novelty.

Approaches to use of ICTs in Education: Three approaches can be cited for making use of ICTs in education a reality. They are: (i) Fast track, (ii) Medium-term, and (iii) Long-term approaches.

Fast-Track Approach: In Fast-Track, the thrust should be given to the optimal utilisation of the existing infrastructure. Radio and TV should be given precedence over computer as their penetration is high and the cost is low.

At this stage, some groundwork such as improvement of curriculum contents, redesigning teachers' training, etc., should be undertaken with the help of radio and TV to bring quality to classroom teaching. Their role in a developing country cannot be under estimated.

Medium-term Approach: In the Medium Term, all efforts should be made to build telecommunication infrastructure, train teachers, formulate forward-looking policies etc., to bring WBT within the educational scenario.

Long-term Approach: In the Long-Term, a composite policy should be formulated which will not only address the basic educational needs but also impart essential knowledge for leading a quality life. WBT can be the only answer to futuristic learning as it provides easy accessibility to the pool of ever expanding knowledge.

- iii) **Open/Distance Learning Systems:** Open/distance learning shall be pursued through the institutional or structured, and also non-institutional and un-structured options. Autonomous/Independent learners, who are working in secondary occupations and willing to acquire academic/professional qualifications can make use of the distance learning systems such as correspondence courses, open universities, etc., in order to continue their education.

Distance learning resources would enable neo-literates to continue their education through which they update and upgrade their already acquired knowledge in any particular field of specialisation, profession or vocation, so as to improve efficiency in one's own profession (IGNOU, 1997).

Through their spare time studies, students may acquire recognised professional qualifications and become useful members of society with good knowledge of culture, science and technology. As the courses belong to a continuous system, learners with various academic qualifications ranging from senior secondary, matriculation, ordinary certificate, and ordinary diploma or higher certificate from polytechnics can find suitable entry points for their studies and terminate at different levels according to their individual needs (Lo Ming-Tak, 1991). Open/Distance learning institutions, which are offering continuing education programmes, offer job-oriented and skill development courses leading to certificates/diplomas/degrees.

4.4.3 Rigid Curriculum to Cafeteria Approach

Education is a three-fold process of imparting knowledge, developing skills and inculcating proper interests, attitudes and values. Our educational programmes are mostly concerned with the first part of the process - the imparting of knowledge – and carry out even this in an unsatisfactory way (Pratt, 1980). Thus the curriculum makes inadequate provision for practical activities and experiences.

As the society and the social needs change from time to time, there is a need for change in the curriculum also. Curriculum has to change in accordance with the changes in society due to industrial growth, scientific process and social advancement. Factors responsible for bringing change in a curriculum are: philosophical factors, sociological factors, social policy factors, perceived demand, resources, and research findings.

Several scholars are challenging the content of existing courses and a new reform movement has been started which may bring in sweeping curricular changes at all levels of education. This widespread dissatisfaction with the curriculum is due to many causes. In the first place the tremendous explosion of knowledge in recent years and the reformation of the basic concepts in the physical, biological and social sciences have brought into sharp relief the inadequacies of existing educational programmes.

Secondly, there has been a rethinking in educational circles about the nature and duration of the education programmes. It is realised that more dynamic and simulating methods can be developed for presenting essential knowledge.

Under the New Curricular approach, the learners are free to choose the curriculum according to their preferences and needs. As we choose items in the cafeteria, we can also choose the courses which are being offered by the different departments in a particular university. Even the credit transfer system is available. One can choose the core courses and the electives can be chosen from other subjects.

In short, the curriculum is flexible and open to negotiation. It is determined by the choice of the learner and is not prescribed or required by some one else and may not always even be sequential.

4.4.4 Restricted Admission Policies to Open Admission Policies

Traditional universities are rigid in admitting students. They have restrictions in admission policies based on the size of the class, admission criteria, fee structure, etc. Modern universities are providing open admissions irrespective of prior qualification, provided one has attained the age of 18 years. During the recent past, the Open/Distance education system has emerged as a suitable alternative for providing education at all levels from elementary through higher education levels. This mode of education has been transformed through several stages – from pure correspondence education towards multi-media distance education and maturing into open and distance learning (IGNOU, 1997).

To redress the imbalance and increase the number of under-represented groups on campuses, some institutions have taken radical steps and launched new initiatives. The City University of New York in 1970 launched an open-admission policy to ensure unrestricted access to higher education for all individuals regardless of race, ethnic background and income. According to Levin et al., the overall impact of the open-admission policy was greater equality of educational opportunity.

Distance learning institutions are increasingly offering open admissions. They provide open access to professional and vocational education and have no formal entry requirements. All adults are eligible to enroll, without any formal academic qualifications. Instruction is by correspondence, radio and television and may be supplemented by some face-to-face tuition and counseling (DAE, 1992). There are colleges or provider-based systems with 'flexi-study' and support but the learning is undertaken in the learners' homes through the distance learning systems (Jarvis, 1990). It means that learning can be at the location of provider (individual or institution) of learning opportunities, or at the home or the place where the learner is.

Further, they offer new types of courses, new ways of teaching/learning, part-time study, courses arranged at convenient times for working adults to attend, and so on. Formal institutions are finding these new demands very hard to respond to.

4.4.5 Isolation to Partnerships

Partnerships serve as a viable way for the institutions to modify their missions and seek new, non-traditional affiliations that can respond to both internal and external challenges. Several institutions have concrete manifestations of

partnerships with business and labour, and government to work towards the assurance of an educated and capable workforce.

Networking with agencies working at the district level for providing vocational courses/skills can help in designing need-based courses. This will also solve the problems associated with provision of equipment, tools and materials needed to practice trades. For this purpose State Resource Centres (SRCs) may prepare materials and modules of training and technical institutions, agencies and other bodies can lend their support by providing equipment like graters, pruners, etc., which may be difficult to be arranged by educational institutions. But certainly at the initial survey stage, need assessment work with respect to trade/vocation, profile of neo-literates could be prepared and this should be given a concrete shape during the TLC phase so that, by the time Continuing Education Programme (CEP) commences, modules and materials are ready and supporting departments/agencies/institutions and their contributions are available at CE stage in providing vocational support for skill development programmes.

Some of the broad areas of such linkages could be as given hereunder:

- a) Group entrepreneurship and, side by side, individual entrepreneurship for development of infrastructure for basic managerial skills.
- b) Training under special economic programmes such as Integrated Rural Development Programme (IRDP), Training of Rural Youth for Self Employment (TRYSEM), etc., can be linked up with Continuing Education Programme.
- c) Since the clientele group is diversified at different levels, decentralized approach of planning may be called for.
- d) Supplementary material on rural development schemes in collaboration with other departments may be produced so that, the neo-literates could be given information on how they can derive benefits of these schemes. This supplementary material could also be included in the training schedule of field functionaries.
- e) In order to develop linkages between rural development programmes and literacy, the ZSSs and Department of Rural Development, in consultation with each other, may draw up a concrete plan of action/ mechanism for training programmes.

4.4.6 Knowledge Approach to Vocational Skill-Oriented Approach

Though the knowledge approach was popular till recently, the vocational skill-oriented approach has gained importance in recent days. Vocational skill courses like turner, fitter, machinist, blacksmith, welder, moulder, wireman, carpenter, mechanic, electrician etc., are now being offered which are providing employment opportunities.

Vocational education is the education or training of workers. This concept implies that any kind of education or training in which a worker participates in vocational education. It also imparts learning of life-coping skills; how to be a good citizen, a good parent, a good worker, a good partner, etc.

Vocational education is the education for manual work. This concept centres on the ideas of ability to work with the hands, rather than the mind with a curriculum of certain manual activities like leather work, wood work, metal work, etc. It is education in certain specified subjects, which may be of vocational or technical nature, generally confined to secondary stage of education. This concept implies that a specified part of the curriculum is vocational or technical, the remaining part falling under general or liberal education.

Vocational education is that education which is craft-oriented. The major objective of craft-oriented education or training is to aid learning in greatest work efficiency possible and in increased earning by providing special instruction in single crafts or trades (Hosomi, et al, 1985 & 1986).

Jana Shikshan Sansthan (Institutes of People's Education) are offering special courses linking literacy with vocational training for the neo-literates, labourers and workers in the urban as well as rural areas (DAE, 2000).

Community Polytechnics (CP) have been imparting basic skills, knowledge and attitudes to help participants – the under privileged, disadvantaged and socio-economically weaker sections – practice occupational activity in the rural areas.

Vocational skill-training programmes are being conducted by other government departments attached to different ministries besides the Ministry of Human Resource Development in Non-Formal Education Programmes aimed at Capacity Building for Rural Workers and Artisans.

In this regard, perhaps, a beginning could be made by training the master craftsmen, master-technicians and include them among our master trainers who could simultaneously impart literacy and prepare the neo-literates for certain vocational trades about which they have already fairly good understanding. They could also be involved in preparing the needed curriculum and materials, which could be vetted by experts in the trades concerned. This will enable them to improve their skills and optimally function in their own trades, vocations.

A scheme of prioritisation will therefore have to be followed while deciding on the vocations and trades to be covered at the CE stage and only those where skill of literacy also gets strengthened may be taken up.

4.4.7 State Funding to Self-Supporting Courses

During the current decade, the State has withdrawn its funding policy to the educational institutions. The government has cut down the budget in the various sectors of education, including the tertiary sector. Individuals are encouraged to meet the cost in the form of self-managed or on self-supporting basis. Another important feature of the policy is that the cost to parents was also taken into consideration in arriving at per capita cost of education. As a result, corporate colleges and private universities have come into existence.

4.4.8 Banking Concept of Education to Conscientization

The banking concept of education is an instrument of oppression. The relationship of the teacher and the learners involves narrating subjects (the teacher) and the patient, listening objects (the students). The teacher talks about reality as if it were motionless, static, compartmentalised and predictable. The student records,

memorizes and repeats these phrases without perceiving what four times four really means. Narration (with the teacher as narrator) leads the student to memorize mechanically the narrated content.

Education thus becomes an act of depositing, in which the students are the depositories and the teacher is the depositor. Instead of communicating, the teacher issues communiqués and ‘makes deposits’ which the students patiently receive, memorize and repeat. This is the ‘banking’ concept of education, in which the scope of action allowed to the students extends only as far as receiving filling, and strengthening the deposits.

Paulo Friere (1972) believed that education is not the process of depositing by a teacher in a bank of passive minds, but it is a dialogue called conscientization. The term concretization refers to learning to perceive social, political, and economic contradictions, and to take action against the oppressive elements of reality. According to Paulo Freire the coordinator must help the learners to define problems, to analyse them and to design solutions. Conscientization and problematization should lead to action and reflection beyond the learning situation.

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) What are the new initiatives and directions needed in the education system?

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4.5 LET US SUM UP

In this unit, we have discussed the emerging national challenges in education; the challenges facing adult education and the new initiatives and directions/ trends in learning systems. The basic purpose of providing this overview is that you should be able to understand the various challenges facing Indian education in

general and adult education in particular. You should also be able to understand the new trends/directions in education such as accessibility to education, new educational technologies, curricular framework, open admission policies, partnerships, administration, vocational training, etc.

4.6 ANSWERS TO CHECK YOUR PROGRESS

- 1) Education in India is facing challenges such as problem of illiteracy, educational inequality, imbalances in the growth of education, failure to achieve Education for All, education of the girl child, globalisation, etc.

Problem of illiteracy continued to grow year after year and decade after decade, though at a decreasing rate after 1971. According to the 2001 Census, there were about 100 million non-literates in the 15-35 age group and another 159 million non-literates in the 35+ age group. Educational inequality was aggravated in India by economic inequality, gender disparity and rigid social stratifications. Emphasis has been given to higher education while neglecting elementary education. The Government of India failed in achieving the goal of Education for All. The education of girls remains a major challenge. Globalisation is both an opportunity and a challenge. It is a process, which must be shaped and managed so as to ensure equity and sustainability. Globalisation carries with it the danger of creating a market place in knowledge that excludes the poor and the disadvantaged.

- 2) Environmental, infrastructural, pedagogical, learner motivation, training and management related constraints are there in the field of Adult Education. Many of the adult education centres are functioning in the house of the instructor or in a private house where the accommodation is not conducive to learning. A majority of the centres in rural areas continue to be un-electrified, and where there is electricity, there is no continuous un-interrupted power supply. The teaching-learning materials that are supplied are inadequate, irrelevant and poor in quality. Further, the learner motivation is the main problem in any of the adult education programmes. The learners are not motivated, and their interest is not sustained by using suitable and appropriate teaching devices.

The training of functionaries is also very poor and they are not in a position to discharge their functions effectively. The individual differences in learning are not understood by the poorly trained personnel.

- 3) New initiatives have been taken up by many public and private organisations. They include: accessibility of education, educational technologies, curricular framework, admission policy, partnerships, modes of delivery, administration, entrepreneurship, etc.

Earlier, we used to provide educational facilities to the limited segments of population. As we have different mass media and Information and Communication Technologies (ICTs) and open/distance learning systems, we are now able to impart learning to those deprived sections of society and not just a few individuals or segments. The learners have a chance to choose the curriculum according to their preferences and needs. They can choose the core courses and the elective courses from different subjects.

In the recent past, institutions had restrictions in admission policies based on the size, admission criteria, fee structure, etc. Nowadays many institutions are now providing open admissions irrespective of the qualifications of the applicant, provided one has attained the age of 18 years. During the recent past, the open/distance education system has emerged as a suitable alternative to provide education at all levels from elementary through higher education levels.

Several institutions have concrete partnerships with business and labour, and government to work towards the assurance of employment for the educated workforce. In recent days, the vocational skill oriented approach has gained importance and is providing employment opportunities for those who are trained by the vocational training institutions.

According to Paulo Freire, 'Education is not the process of depositing by a teacher in a bank of passive minds of learners, but it is a dialogue, which is called as conscientization. The term concretization refers to learning to perceive social, political, and economic contradictions, and to take action against the oppressive elements of reality.

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NOTES

