CHAPTER - VII

ORGANISATIONAL STUDY AND ACCESS:
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7.1. Introduction

Previous chapter has analysed the status and character of illiteracy at the village level with special reference to NLM activities and response to NLM. In this chapter, the policy implemented so far as a part of NLM is explained to focus on the problems and limitations associated with NLM organisation and structure and also with the people associated with NLM activities at the grass root level. The objectives of this chapter are as follows:

1. to analyse the organisational structure and initiatives of NLM in two sample districts of Haryana, Karnal and Mahendragarh;
2. to focus on the study materials and their contents, used in NLM in Karnal and Mahendragarh;
3. to focus on the role and influence of volunteers in NLM as a part of NLM organisation;
4. the issues associated with access of NLM at the grass root level.

In this chapter, there are three sections. First section discusses NLM initiatives and achievements in the state of Haryana and its districts. Second section analyses mechanism of NLM activities in two sample districts and also its impact in terms of enrolment and achievements. Third section focuses on the contents the study materials used by NLM and their relevance to adult learners. Fourth section analyses the role played by the volunteers at the grass root level as a part of NLM organisation. Fifth section provides an analytic view on the access of NLM and last section summarises the inferences.

7.2. NLM Activities in Haryana

As already mentioned in Chapter III, NLM has followed three steps of TLC, PLP and CEP. In Haryana, literacy campaign initially took place in two forms. In one form of campaign, the voluntary organisations played a major role and the activists of the concerned organisations learnt about many aspects through their observations about any particular district or through the information collected from the resource persons involved in the campaign in that particular district where Total Literacy Campaign (TLC) is already
launched. In other form of campaign, the whole responsibility was with the administration of the districts. The main difference between these two types of literacy campaign lie in the mode of people’s participation in the campaign.

7.2.1. Total Literacy Campaign (TLC)

The Total Literacy Campaign (TLC) was introduced in Haryana in April, 1991, which had the target of turning 31 lakh citizens. The achievements of Total Literacy Campaign (TLC) up to March 2002 in the districts of Haryana are stated in Table 6.1. The figures show that there was a better progress in terms of literacy in the districts Bhiwani, Gurgaon, Hisar and Jind, which had poor literacy status in 1991. NLM activities are more or less concentrated on ‘3Rs’ and maximum of the target groups belong to adult.

In North India, Panipat in Haryana was the first district selected for Total Literacy Campaign (TLC). Bharat Gyan Vigyan Samiti (BGVS) in Haryana took the initiative and literacy campaigns (jathas) were organised in all the districts of the state. The establishment of the Bharat Gyan Vigyan Samiti in Haryana was the turning point of the literacy campaign in Haryana, where popularisation of science was usually hindered by the curse of illiteracy. In general, the success of the entire programme depends on the response of the people as the people are involved as learners, volunteers, motivators, teachers or trainers. Therefore this programme is a people’s campaign or people’s programme where voluntary organisations have a major role to play with the support from the administrative authority.

There are 19 districts in the state of Haryana at present, all of which are covered under TLC. Table 7.1 shows that initial enrolment is more, but the percentage of learners completing Primer III is less than that of Primer II and percentage of learners completing Primer II is less than that of Primer I. That indicates that although initial enrolment shows a good number of illiterates enrolled in literacy classes, but the drop out cases resist the achievement, almost one-third of the initially enrolled people drop out before achieving Primer III. The percentage of achievement at all the levels of primers was very less in Rohtak, Sirsa, Sonipat and Yamunanagar. Out of these four districts, Sirsa and Yamunanagar still have more than 20 per cent illiteracy rate among adults of 15-34 age group. PLP and CE scheme, if implemented strategically, may improve the status of adult literacy in these two districts in next decade.
Table 7.1: Total Literacy Campaign – March 2002- in Haryana

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>State/ Districts</th>
<th>Percentage of achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Primer I</td>
</tr>
<tr>
<td>1</td>
<td>Ambala</td>
<td>92.72</td>
</tr>
<tr>
<td>2</td>
<td>Bhiwani</td>
<td>86.06</td>
</tr>
<tr>
<td>3</td>
<td>Faridabad</td>
<td>84.02</td>
</tr>
<tr>
<td>4</td>
<td>Gurgaon</td>
<td>80.62</td>
</tr>
<tr>
<td>5</td>
<td>Hisar</td>
<td>59.94</td>
</tr>
<tr>
<td>6</td>
<td>Jind</td>
<td>58.35</td>
</tr>
<tr>
<td>7</td>
<td>Kaithal</td>
<td>56.12</td>
</tr>
<tr>
<td>8</td>
<td>Karnal</td>
<td>52.73</td>
</tr>
<tr>
<td>9</td>
<td>Kurukshetra</td>
<td>49.31</td>
</tr>
<tr>
<td>10</td>
<td>Mahendragarh</td>
<td>48.43</td>
</tr>
<tr>
<td>11</td>
<td>Panipat</td>
<td>48.02</td>
</tr>
<tr>
<td>12</td>
<td>Rewari</td>
<td>29.37</td>
</tr>
<tr>
<td>13</td>
<td>Rohtak</td>
<td>16.95</td>
</tr>
<tr>
<td>14</td>
<td>Sirsa</td>
<td>16.5</td>
</tr>
<tr>
<td>15</td>
<td>Sonipat</td>
<td>4.95</td>
</tr>
<tr>
<td>16</td>
<td>Yamunanagar</td>
<td>0.01</td>
</tr>
<tr>
<td>17</td>
<td>HARYANA</td>
<td>43.35</td>
</tr>
</tbody>
</table>

Source: Annual Report 2001-2002 of Literacy, Post Literacy and Continuing Education Programme in India, NLM, Directorate of Adult Education Ministry of HRD (Department of Elementary Education and Literacy)

Progress made during the period April 2001 – March 2002 in the TLC phase is as provided in Table 7.2. The target was reduced from 26.71 lakh to 25.04 lakh, the main reason of it was the change of target group by Hisar and Karnal districts. Hisar reduced its target from 3.50 lakh to 2.17 lakh whereas Karnal District from 1.68 lakh to 1.34 lakh. But the enrolment increased from 16.18 lakh to 16.69 lakh. The number of Primer III completers was also increased by 1.37 lakh, from 5.99 lakh in 2001 to 7.36 lakh in 2002\textsuperscript{210}.

The target after the survey for TLC was 25.04 lakh, the number of learners enrolled in TLC was 16.69 lakhs and the learners who completed Primer III upto 2002 was 7.36 lakhs, that means only 44 per cent of total learners enrolled completed Primer III and achieved minimum literacy skill as per the standard set by NLM\textsuperscript{211}. The external evaluation of the

\textsuperscript{210} NLM, Directorate of Adult Education Ministry of HRD (Department of Elementary Education and Literacy). Annual Report 2001-2002 of Literacy, Post Literacy and Continuing Education Programme in India

\textsuperscript{211} Ibid.
TLC in 7 districts has been completed upto 2002, these districts are: (1) Mahendragarh, (2) Kurukshetra, (3) Hisar, (4) Rewari, (5) Yamunanagar, (6) Sonepat and (7) Panipat.

**Table 7.2: Progress made during the period April 2001 – March 2002 in the TLC phase**

<table>
<thead>
<tr>
<th>Period</th>
<th>Surveyed target</th>
<th>Enrolment</th>
<th>Achievement (Primer III completers)</th>
</tr>
</thead>
<tbody>
<tr>
<td>April 2001</td>
<td>26.71 lakh</td>
<td>16.18 lakh (60.57 per cent)</td>
<td>5.99 lakh (22.41 per cent)</td>
</tr>
<tr>
<td>March 2002</td>
<td>25.04 lakh</td>
<td>16.69 lakh (66.65 per cent)</td>
<td>7.36 lakh (29.41 per cent)</td>
</tr>
</tbody>
</table>

*Source: Annual Report 2001-2002 of Literacy, Post Literacy and Continuing Education Programme in India, NLM, Directorate of Adult Education Ministry of HRD (Department of Elementary Education and Literacy)*

**7.2.2. Post Literacy Programme (PLP)**

As mentioned earlier, efforts have been made through policy implementation to make adult education a continuous process so that ‘fragile literacy’ can be eliminated. For that purpose, PLP has been sanctioned for those districts where TLC phase gets completed with a certain level of achievement and also evaluation process finds the status of the district to be eligible for PLP launch. The linkage between TLC and PLP basically builds up the environment of motivation for the learners for long term to ensure that neo-literates don’t relapse into illiteracy.

Till March 2002, eight districts got sanction for PLP. These districts were Panipat, Yamunanagar, Panchkula, Jind, Sonepat, Hisar, Kurukshetra and Karnal. In these eight districts, percentage point decrease in adult illiteracy rate has been average in last decade. Rather the decrease in adult illiteracy rate in last decade in most of these eight districts has been less than the state average of decrease. It’s clear that PLP was initiated in these districts, where progress in terms of adult literacy seems to be slow, to keep the neo-learners associated with the learning practice for long term. Sanction of PLP in fact paves the way towards CE which nurtures the environment of continuing education by means of facilities for regular practice of learning. PLP was sanctioned for Bhiwani and Mahendragarh in 2003, when Karnal district was in CEP phase.

The target of PLP was to enroll 4.15 lakh and the number of neoliterates enrolled was 2.28 lakh which is only 55 per cent of the target. The number of neoliterates who completed PL-I upto 2002 was 0.73 lakh. The progress made during the year 2001-2002 in post literacy phase shows that drop out among the enrolled learners has remained high, more than half of
the enrolled learners have discontinued before completion of Primer I in both 2001 and 2002 (Table 7.3). External evaluation of PLP was conducted in two districts up to 2002, i.e. Panchkula (59 per cent) and Sonepat (53 per cent). In 2003 external evaluation has been conducted also in Karnal District.

Table 7.3: Progress made during the period April 2001 – March 2002 in the PLP phase

<table>
<thead>
<tr>
<th>Period</th>
<th>Number of proposed neoliterates</th>
<th>Enrolment</th>
<th>Achievement (PL Book I completers)</th>
</tr>
</thead>
<tbody>
<tr>
<td>April 2001</td>
<td>3.15 lakh</td>
<td>2.28 lakh (72.38 per cent)</td>
<td>0.73 lakh (23.17 per cent)</td>
</tr>
<tr>
<td>March 2002</td>
<td>4.15 lakh</td>
<td>2.28 lakh (54.94 per cent)</td>
<td>0.73 lakh (17.59 per cent)</td>
</tr>
</tbody>
</table>

Source: Annual Report 2001-2002 of Literacy, Post Literacy and Continuing Education Programme in India, NLM, Directorate of Adult Education Ministry of HRD (Department of Elementary Education and Literacy)

7.2.3. Continuing Education Programme (CEP)

CEP was sanctioned for Yamunanagar on 1st October, 1999. All the 41 NCECs and 370 CECs sanctioned have been established as per the same report. The number of beneficiaries of these centres was 53,943 (27,740 males and 26,203 females) among which 28,027 (around 52 per cent of total beneficiaries) belonged to scheduled caste. Upto 2004, 4 districts in the State, Yamunanagar, Kurukshetra, Panchkula and Karnal have reached Continuing Education (CE) Phase under NLM.

7.3. Organisational Structure of NLM in Karnal and Mahendragarh

According to NLM structure, district level NLM administration acts under state level administration. Zilla Saksharata Samiti Executive Committee acts under the supervision of State Directorate of Adult Education. Zilla Shaksharata Samiti works at district level in association with District BGVS (Bharat Gyan Vigyan Samiti) an District Resource Unit. Zilla Shaksharata Samiti Executive Committee monitors learning centres in villages. In Karnal, this Zilla Shaksharata Samiti (ZSS) is named as ‘Uthaan Shaksharata Samiti’ (USS) and in Mahendragarh, it is named as ‘Nutan Jyoti Shaksharata Samiti’ (NJSS).

The organisational pattern of NLM and NLM activities vary slightly as per the necessity of the area concerned. In this section, the NLM activities in two sample districts are discussed. This discussion reveals how NLM approach differs from one region to another as
per the need of the target beneficiaries, their economic and cultural practices. Although some of the practices are common, but the mode of presentation varies.

7.3.1. Organisational Structure and Initiatives in Karnal

The district administration of Karnal constituted the structure of USS, Karnal in May 1997 to conduct literacy campaign on voluntary basis. The Deputy Commissioner and the Additional Deputy Commissioner and Senior Vice Chairman respectively in this samiti and District Development and Panchayat Officer is the Vice President. The structure of USS, Karnal is provided on Fig. 6.1. Post Literacy Programme (PLP) was launched in Karnal on April 17, 2002. The District Executive Committee of the Samiti consists of district administrative officers, head of the development departments, people representatives, educationist and social activists. There are five active sub-committees in district committee such as (i) academic, (ii) cultural and environment building, (iii) orientation and training, (iv) monitoring and evaluation and (v) material and finance. Each of these committees consists of one coordinator and two assistant coordinators. In each of the six development blocks in Karnal, there are two block coordinators, one male and one female, who are full timers and paid activists.
Total Literacy Project was sanctioned for the district of Karnal in May, 1997. The district had Total Literacy Campaign (TLC) from July 1998 to January 2002, targeting 1.34 lakhs illiterates of 15-35 age group. In this campaign, 52679 learners completed Primer III and another 25197 learners became semi-literate. There were two prominent impact of literacy campaign: (i) reduction of illiteracy rate and (ii) active social participation in literacy campaign and associated activities. The Zilla Saksharta Samiti is named as ‘Uthaan...
Saksharta Samiti (USS). It submitted Post Literacy Project to strengthen basic literacy skills among neo-literates to make their literacy skill useful for their day to day life. National Literacy Mission (NLM) sanctioned Post Literacy Programme (PLP) for this district for one year in March 2002. USS could extend PLP in only 56 per cent of all villages (245 villages out of 434 villages in total).

Teaching was started on February 28, 1999. The external evaluation of TLC in Karnal was assigned to AMC Research Group of New Delhi. The evaluation process was started on 25-06-2001. With 3596 sample learners the evaluation was made and the final report was submitted to NLM in August, 2001. Post Literacy Programme (PLP) was sanctioned for Karnal on January 27, 2002 and PLP started on April 1, 2002. Evaluation report of PLP in Karnal was conducted by SEARCH – State Resource Centre, Haryana and the report has been published in November, 2003.

7.3.1.1. Total Literacy Campaign (TLC)

A three-day training programme was organised for the master trainers, key resource persons and the volunteer teachers. Before starting the teaching-learning process in Karnal. The training period was very short and much less than the time frame recommended by the NLM. Environment building activities were undertaken before the start of TLC. The project authorities organised various kala jathas (street plays) and other official functions as a part of the publicity, motivation and encouragement programme. Important days like World Literacy Day, Women’s Day, Children’s Day, Republic Day, Gandhi Jayanti etc. were also celebrated by USS, Karnal since 1998.

The teaching-learning process in the district was started after some initial environment building and training activities. Both male and female volunteers were motivated towards running the centres smoothly and properly. Many centres were set up in the remote villages which are not even accessible by proper roads. The rural volunteers, especially the female volunteers are being provided training programmes in the Krishi Vigyan Kendra, Karnal where already two training programmes have been arranged for the female volunteers where around 40 volunteers have participated from all C.D.Blocks of Karnal.
The target, effective enrolment and achievement in TLC in Karnal district are provided in Table 6.4. It shows that the percentage of achievement at Primer III is very less and achievement among SC people is nil in TLC\textsuperscript{212}. The main cause behind the poor performance at all Primer levels is huge drop-out whereas the main cause of poor performance of SC people is less enrolment due to various socio-economic reasons as revealed in field survey during PLP in Karnal.

<table>
<thead>
<tr>
<th>Target effective enrolment</th>
<th>Achievement at Primer</th>
<th>SC</th>
<th>PC of achievement at Primer</th>
</tr>
</thead>
<tbody>
<tr>
<td>134481</td>
<td>Primer I</td>
<td>0</td>
<td>48.43</td>
</tr>
<tr>
<td></td>
<td>Primer II</td>
<td>0</td>
<td>39.17</td>
</tr>
<tr>
<td></td>
<td>Primer III</td>
<td>0</td>
<td>28.78</td>
</tr>
</tbody>
</table>

Source: Annual Report 2001-2002 of Literacy, Post Literacy and Continuing Education Programme in India, NLM, Directorate of Adult Education Ministry of HRD (Department of Elementary Education and Literacy)

7.3.1.2. Post Literacy Programme (PLP)

Initially Rs. 7,740,000 was approved for Post Literacy Campaign (PLC). In all the six blocks of the district PLP was carried for more than one year, from 17-04-2002 to 31-08-2003. The target group of PLP was the neoliterates and the total number of neoliterates as per the estimate made by the survey conducted before PLP was 52,679 out of which 39,575 (75.12 per cent) were females. But as per the evaluation report, prepared by SEARCH, Haryana, 10176 learners come to 1114 classes. Out of these 10176 learners, 8277 are females (81.34 per cent), the participation rate of SC people is less than 50 per cent (only 4454 out of 10176).

From Annual Report of ZSS (Uthaan Saksharta Samiti), Karnal, prepared in March, 2003, it is found that 53.33 per cent of the total illiterates (as per the survey data) of Karnal were enrolled in Karnal and the percentage of females' participation was 80.72 per cent, much higher than the males' participation. The drop out percentage among males is more than that of females, it is around 14 per cent for males and only around 5 per cent for females. Among all AECs which are still functioning, 5290 are coordinated by females whereas only 1681 are coordinated by males.

Out of all the AECs coordinated by females, 83.54 per cent are still functioning, whereas around 80 per cent of the AECs coordinated by males are still functioning. These data show how the females’ participation both as learners in AECs and as coordinators in AECs boosted the overall success and progress in this particular district of Haryana. The report also shows that the percentage of females’ participation in the literacy campaign was much higher than that of the males. In fact, male-female ratio in each stage of Primer at both Block levels and district level is around 1:3.

The monthly progress report of USS of August 2003 states that in August, 2003, Rs. 190,794 has been sanctioned for PLP in Karnal whereas the total sanction figures Rs. 3356566. In addition to the AECs already running in the district, another 1186 AECs have been established in the district where another 10785 learners (1996 males and 8789 females) have been enrolled. Out of these learners, 4939 (45.80 per cent) belong to scheduled castes. Immediately after the completion of the PLP, preparation has been started for initiating Continuing Education Programme (CEP) in all the C.D.Blocks. For that purpose, already 98 village libraries have been established. There are 475 Jan Chetna Kendras in the district where 12540 neoliterates are enrolled out of which 9303 are females.

In PLP, some centres are established to provide a suitable environment for the village people along with neo-literates to develop knowledge of them and to enable them to take part in creative activities and constructive discussions. These are known as ‘Jan Chetna Kendra’ (JCK). Coordinators of JCK are selected and provided training for serving the purpose. In most of the villages, JCKs are located in public space, such as at community chaupal, in anganwadis or at panchayat centre. But sometimes the location of such centres in particular places has restricted participation of neo-learners. The location many a times confines the participation of neo-learners from a particular caste or community, e.g. if the JCK is located in Harijan chaupal, the participation of Harijan neo-learners seems to be very high, on the other hand, when it is located in the high caste community chaupal, the participation of high caste neo-learners seems to be high. On an average, 15-20 people participate in each centre and there are separate JCKs for males and females in many villages although there are few JCKs where both male and female neo-learners come.

USS has provided a kit of 20 books prepared by SRC, Haryana, Bharat Gnyan Vigyan Samiti (BGVS) and National Book Trust (NBT). The content of these books cover social
issues related to women and underprivileged sections of the society. The interesting contents of these books match the interest of the adult learners and also those inspire neo-learners to develop thoughts on social issues such as dowry, child marriage, female feticide, purdah (covering face) system etc. In most of the villages, books are read out in the JCKs and this process initiates discussion which is known as ‘Janvachan’ and the discussion group is called ‘Charchamandal’. Discussion on various issues is mainly initiated by the block coordinator. JCKs usually hold meeting thrice a month where the issues related to drinking water, cleanliness etc are discussed. JCKs promptly take part in polio campaign within the district. JCK activists are also involved in rallies for generating awareness about literacy, wall writing with the help of school children etc. They play big role in organizing kala jathas (street plays), cultural programmes for generating social awareness on various important days within the villages.

Apart from the social development aspects, USS has given special attention to economic development of people associated with NLM activities. Because economic soundness plays a big role in generating interest towards social development and therefore, social development needs economic development. USS has arranged income generation programme for neo-literates that mainly involves training for sewing, cutting and tailoring. The trainers of sewing are usually paid an honorarium per month. For the self employment of the females, ‘Koshal Vikas Karyakram’ has been initiated to train the rural females for around three months in cutting and sewing. D.R.D.A. Karnal has established self-help groups in many villages under the scheme of women empowerment.

In some villages, JCKs have been able to involve anganwadi workers and health workers of the villages concerned. As a result, JCKs have been expanded to various levels of activities and have covered people of various sections of the society which must be considered as a benefit for long term. Kala jathas (street plays) play a big role in motivating the people of villages. These jathas have integrated various aspects of literacy and to some extent, internalised up social dimensions of the programme. These have addressed important social issues and have conveyed messages of literacy and continuing education to the people who actually need to know about NLM and its significance. The most significance of kala jathas, organised by USS is wide participation of people from under-privileged sections of the society who have so far received least recognition from society for their service or
activities. More than 60 per cent of artists in kala jathas are usually from Dalit sections and more than half of the artists are females.

USS is providing training programmes and skill upgrading workshops for the volunteers and artists of kala jathas to improve their performance in motivating people for literacy. In Karnal, neo-literates from all districts of Haryana get trained occasionally by trained professionals for preservation of milk, producing food products from milk etc at National Dairy Research Institute (NDRI), Karnal as a part of NLM activities. USS also has introduced a publication for the neo-literates. It has started its newsletter ‘Sakshar Samaj’ (meaning Literate Society), a fortnightly publication for neo-literates, volunteer teachers and people of various sections, regularly visiting JCKs. It has encouraged people to build up reading habit and to think about various critical social issues, which generally people don’t feel to think of.

7.3.2. Organisational Structure and Initiatives in Mahendragarh

Mahendragarh reveals an paradoxical picture in respect of literacy rate. It is 2nd in respect of male literacy rate and a lowly 12th for female literacy rate. In Mahendragarh, structure of NLM is almost similar to that in Karnal. Voluntary Instructors in villages comprised mainly Anganwadi workers, Sanjiwanis and local educated youths. Efforts are also made to involve school students in NLM activities. But in comparison to Karnal, the response from school students is less. Voluntary Instructors work under Sub-Project Coordinators (SPC). Block Project Coordinators (BPC) monitor the Sub-Project Coordinators. Block Project Coordinators work under the supervision of Chief Project Coordinators (CPC) and Secretary ZSS monitors activities of Chief Project Coordinators. Deputy Commissioner is at the top of the hierarchy of NLM organisational structure. The organisational structure of NLM in this district is as provided in Figure 7.2.
The TLC project for the district of Mahendragarh was formulated in January, 1995 by Nutan Jyoti Zila Saksharta Samiti (NJSS) under the leadership of the Deputy Commissioner, Sh. R.D. Sheokand. The project was approved by National Literacy Mission (NLM) on the 8th February, 1995 for which an amount of Rs. 111.96 lakhs was sanctioned. After the approval of the project, the district administration got involved in various elections such as Panchayat Samiti and Zila Parishad elections, Lok Sabha election and Vidhan Sabha (Assembly) election. As a result, attention was not paid to the implementation process of the TLC project till 1996. After the elections, several changes were made in the posting of the officials of district administration including that of the D.C. (District Commissioner).

TLC in the district was close to the end of June 1999 and proposal for PLP was prepared by ZSS. But there was a time gap in-between TLC and PLP. During field visit, PLP was about to start and literacy programme was being carried on in an isolated manner in some village with the initiative of volunteers, Anganwadi workers and some NGOs.
7.3.2.1. Total Literacy Campaign (TLC)

A meeting of the Executive Committee was held in July, 1996 and on the basis of the decisions of the E.C., a Chief District Project Coordinator was appointed. He was assisted by a Joint Project Coordinator, an Assistant Project Coordinator and other supporting staffs at the district level. Before starting the teaching-learning process, a survey was conducted in 1996 which identified 14223 male and 73061 female illiterates (87284 in total) of 15-45 age group. The survey was conducted in 373 villages of 5 blocks, Narnaul, Nangal Chaudhry, Mahendragarh, Ateli Nanga! and Kanina. Out of these illiterates, 23694 people (27.15 per cent of the total population) belong to scheduled caste. According to the revised guidelines, another survey was conducted in October 1997 to identify the non-literates of the age group 15-35 instead of 15-45. This survey revealed 60219 non-literates of the age group 15-35 out of which 50778 were females and 9632 non-literates belong to scheduled caste.

In 1996, training of the master trainers and Akshar Sainiks (volunteer teachers) was conducted by 47 key persons who were trained in another training programme of 2 days. These key persons assisted the 2-days training programme of master trainers in October of the same year. The training of Akshar Sainiks was organised in different phases in that year. As a whole 2224 Akshar Sainiks including 1430 females were trained. Another one-day training of the resource persons was held in April, 1997 and the Akshar Sainiks were also provided retraining during May, 1997. A training for field functionaries (sector coordinators) was organised in June, '97. Also a special one-day training was organised for teaching methodology in June. Block level coordinators, office assistants and sector coordinators were appointed as full time functionaries at the Block level. Six kala jathas were formed and given training for organising environment building activities. These kala jathas organised street plays, popular songs etc. to promote literacy awareness in the villages of the district. Literacy related banners, hordings, pamphlets etc. also were popularised as a part of the environment building and motivation process.

The teaching-learning activity was spread over a long period of 2 years and 6 months from January 1997 to June 1999, intercepted by local factors such as crop cutting and some other agricultural activities. The voluntary instructions were mainly given by the Anganwadi workers, Sanjiwanis and local educated youths; efforts were also made to involve the school students into such activities.
TLC Project in this district was carried in three phases as mentioned below:

* Phase I: September 1996 to June 1997
* Phase II: July 1997 to December 1997
* Phase III: January 1998 to June 1999

Distribution of the teaching-learning materials along with Sahi Disha Part I (Primer I) was started in December, 1996 and 870 literacy classes were started since January 1997. By March 1997, the number of literacy classes was increased to 2460. In April 1997, the teaching activity suffered due to crop cutting season. It was revived after a training programme for the key resource persons organised by State Resource Centre (SRC) in April, 1997. Part II of the Primer ‘Sahi Disha’ was distributed in August 1997. Part III of the Primer were distributed among those who completed Primer II.

An internal mid term evaluation was conducted in January 1997. The evaluation revealed the number of learners studying 3 primers as follows:

- Primer I: 11650
- Primer II: 18470
- Primer III: 5550

As per the 1997 survey, the total number of adult (15-35) non-literates was 60219 out of which 65.88 per cent were in the process of literacy. By the end of February 1999, 26.17 per cent of total illiterates completed Primer III. The duration of the project was extended up to June 1999 to enable more learners to complete Primer III. But, as per the evaluation report, Primer III was not available on time.

The task of conducting the evaluation of TLC in Mahendragarh District was assigned to Indian Adult Education Association (IAEA) by the ZSS. The agreement was signed in June 1999 and as per the agreement, the Chairman of Haryana Branch of IAEA, Sh. R.N. Mahlawat was given the responsibility of organising the work of the evaluation study. Sh. Prem Chand, former fellow of National Institute of Adult Education and Consultant of National Literacy Mission was assigned the role of providing technical support and to function as the team leader to conduct the study. As per the evaluation report, there were some remarkable information and observations of the external evaluation team. Those information and observations are as follows:
Women folk seemed to be concerned about their development. But the panchayat and the male members were not coming out to support their literacy effort.

The non-literate male members were not concerned about their own illiteracy.

Initially the experiment of involving the panchayat level institutions in this project were not very successful. Environment building activities were undertaken but their impact in terms of creating a very favourable environment for literacy in the villages could not be observed.

The participation of the male members in the literacy test for evaluation was only a matter of chance in some villages.

The literacy programme mainly focussed on women and that they do not have much role to play in this effort.

Inputs in terms of materials and training were provided, but they were not adequate to meet the requirement of the learners. Primer III was not available in time.

Training of the functionaries was of short duration.

Many volunteer teachers joined the literacy campaign to get some monetary or material benefits; many volunteers left the programme after getting trained.

The evaluation committee selected 50 villages in total from the district and conducted tests for the learners, as per the norm of Dave Committee, they were evaluated. According to this report, the performance in terms of percentage of genuine learners attaining NLM norm was higher in Kanina, Narnaul and Ateli Nangal as compared to Mahendragarh and Nangal Chaudhry. Total number of sample learners who were expected to appear in the external evaluation test was 3034 whereas only 50 per cent were genuine learners appeared in the test, the rest were ‘proxy learners’. Success rate among all the sample learners was 43 per cent. The backward class learners showed better performance than the average of all the learners. In case of scheduled castes, it was much below the average. Performance of general category learners was almost the same as the average performance of all learners.

7.3.2.2. Post Literacy Programme (PLP)

In the ‘Proposal of the Project of Post Literacy Programme’ of Mahendragarh District, prepared by Nutan Jyoti Zila Saksharta Samiti, Narnaul, it has been mentioned that TLC in the district was close to the end of June 1999 and as per the estimate, “…by the time...
programme concludes, there will be about 36,000 neoliterates and 49,000 semiliterates in the age group 15-45. There were about 23000 neoliterates (38.19 per cent of total estimated illiterates) completed Part II of Primer by the end of June, 1999 and 18000 (29.89 per cent of total estimated illiterates) more completed Part II and III of Primer by the end of December 1999. Therefore the total number of neoliterates, considered as ‘target group’ and drop outs was about 42000 when the PLP was initiated. In the proposal of the project of PLP, it is proposed to open 400 centres in the whole district to start with for the PLP.

The proposed PLP has the following aims and objectives:

1) Providing remedial measures for the deficiencies in learning in the literacy phase so as to build up literacy skill among all the learners to a satisfactory standard.

2) Retention and consolidation of the literacy skills.

3) Achieving transition from guided learning to independent learning.

4) Development of awareness among the learners by providing access to information so that they can organise themselves for improving their conditions.

5) Ensuring enlightenment among the rural masses so that government agencies can implement the development programme in a better way.

6) Developing linkages with the programmes such as universalisation of primary education, family welfare, immunisation, sanitation, social forestry etc.

7) To make the neoliterates aware about modern scientific developments through media.

8) The PLP envisages group on sustained basis either in sharing the reading materials or in group discussion.

Therefore, one ‘Gramin Chetna Kendra’ (GCK) has been proposed to be started in each village at the public place such as gram chaupal (community hall), temple or school, according to the local need, condition and availability of resources. If need arises, one more such kendra shall be started to cover all the neoliterates. Each GCK will form a group of ten persons with one guide teacher among them. The target is to involve about 100 persons in each centre as per the time of their own choice on different days and dates of the week. Each GCK will be associated with the following aids and activities: (a) reading room, (b) cultural activities, (c) games, (d) literacy and development of self study, (e) Aids for neoliterates, (f) Discussions, (g) News and information.
The leadership of these centres will be provided by the ‘Sharda Sangam’ having two Akshar Sainiks and three neoliterates. One of the Akshar Sainiks (volunteer teachers) will be the ‘Akshar Guide’ called ‘Sharda’ or ‘Kalyani’ and the other will be the associated Akshar Guide ‘Sah Sharda’ or ‘Sah Kalyanai’. They will manage the centre on voluntary basis, but will be paid contingency amount of Rs. 150 per month to meet the day to day expenses. Each GCK will run 2 to 3 literacy centres to cover all the neoliterates and semiliterates. It is proposed to provide a set of 40 books for each GCK which are to be circulated among the neoliterates. These books shall cover a wide range of topics such as agriculture, animal husbandry, health, child welfare, sanitation, awareness about his/her district government programme etc. Each GCK is supposed to organise weekly discussions in which neoliterates will discuss on various issues relevant to their day to day life. The ‘Sharda’ GCK guide will provide manual containing materials on selected topics of information for conducting useful discussions. The topics for the next week will be informed in advance. A set of topics for discussion would also be published in newspapers.

It is proposed to consider at the village level a ‘Sharda Sangam’ Chetna Sabha to be headed by some elderly, educated, retired persons of the village, interested in social, rural uplift. The other members will be the both ‘Sharda Sangam Kendra’ Guide and Sah Guide i.e. Sharda/Kalyani and her associate and two neoliterates and the other members will be from youth clubs/mahila mandals. There will be five to seven members in all. This sabha will meet once in a fortnight to discuss the post literacy activities and working of the kendras. A fortnightly meeting of the volunteer teachers of the sector will be held to update the situation and to exchange notes with each other. Various government officials and employers will also interact with these centres to disseminate information about the programmes of their departments. At block level, the block level committee will be strengthened to supervise PLP. The block literacy committee chaired by the BDPO would review PLP periodically. The block level committee is expected to submit monthly reports to the district level committee.

7.4. Study Materials for Neo-literates

As the target group of NLM activities is now above 15 years of age, the study materials provided for the neo-learners are based on the common interest of the people of
such age groups. Although the books supplied by the government through the implementing agencies are different from each other in respect of their contents in various districts of Haryana, but the contents reflect that those are based on the requirements of the people who are ultimately to be benefitted by the contents in their practical life. Apart from the knowledge of ‘3Rs’, these books provide knowledge beyond ‘3Rs’ which are useful for the day to day life of the common people who are suffering from the curse of illiteracy or semi-literacy.

After the success of the initial efforts made by the literacy campaign in a formal way, it has become clear that bringing the neoliterates to the classes till the completion of their cause of study to reach the expected level of education is a more challenging job than preparing the environment to draw the interest of the illiterate people to literacy. For this, the course of study i.e. the contents of the materials provided to the target groups need to be simple, clear and interesting. At the same time, the mentality of the adult illiterates needs to be clearly observed to prepare the strategies and mode of approach so that they may feel interested to reach the expected level of education.

7.4.1. Study Materials provided to Neo-learners in Karnal

The study materials used in Karnal are prepared by Bharat Gnyan Vigyan Samiti (BGVS), Haryana. ‘Jatan’ has been prepared for total literacy campaign (TLC) and ‘Parakh’ for post literacy programme (PLP) for creating interest among neoliterates to go for continuing education (CE). Both of these books are prepared as per the instructions given by the National Literacy Mission (NLM).

There are three parts of ‘Jatan’. In Jatan Part I and Part II, the illiterates are introduced with basic knowledge of letters and numbers. Part III of Jatan mainly strengthens the knowledge of neoliterates derived from former two parts of Jatan and also to give them a better insight of their lives. The third part of Jatan aims to provide useful information to the neoliterates, especially useful for the neoliterates of lower or middle classes of society.

Jatan Part I consists of the following contents: -

i. Reading and writing of some words, commonly used in daily life;
ii. Use of vowels with consonants in words;
iii. Introducing numbers, simple counting, addition and subtraction;
iv. Construction of small words and short sentences;
v. Some ethics/morale based, interesting short stories.

Jatan Part II targets –

i. to teach the neoliterates more difficult words/compound words which are frequently used in daily life,

ii. to spell the numbers 1 – 100 in Hindi (digital numbers are provided in the books in English),

iii. to write letters,

iv. to do simple arithmetic with 2 digit numbers,

v. to construct sentences,

vi. to practice reading and writing.

Jatan Part III emphasises more on awareness generation. So it consists of contents for

i. general awareness generation about health and sanitation,

ii. general awareness generation about own state and its noble character,

iii. general awareness generation about environment,

iv. development of self dependent thinking process,

v. practising general arithmetic (multiplication and division).

After completion of 3 parts of ‘Jatan’, the neoliterates are supposed to go through ‘Parakh’ to go for beyond ‘basic literacy’ towards ‘continuing education’. In Karnal, Uthaan Saksharta Samiti has used ‘Jatan’ and ‘Parakh’ for TLC and PLP respectively.

7.4.2. Study Materials provided to Neo-learners in Mahendragarh

The study materials prepared for the neo-learners of Mahendragarh are similar to those of Karnal as per the norms of NLM. The Primers are named as ‘Sahi Disha’ (meaning right direction). The first part of primer consists of reading and writing some common and regularly used words, introduction to simple arithmetic and simple sentence construction. Primer II helps the learners to grasp bit difficult words, their spellings, simple arithmetic with two digit numbers, reading and writing practices. Primer III provides social awareness about health, sanitation, environment etc, it also helps to develop individual thought process and to do calculations for household necessities such as summation, subtraction, multiplication and
division. These primers are provided to the neo-learners at TLC to complete to be ‘literate’ as per the set norm of NLM.

In almost all the States in India, the response to NLM activities seems to be mixed. In some areas, response is overwhelming; in some areas response is very less. The extent of response to NLM activities is associated with several factors such as socio-economic background of target beneficiaries and people involved into NLM as volunteers to teach the neo-learners, to build up environment or to motivate people to come to Adult Education Centres (AECs). The in-built social structure, associated social traditions and relations, social and economic linkages to education also influence the extent of impact of NLM on communities, especially in rural areas.

It is clear from the reports on NLM activities in two sample districts that Karnal district has experienced NLM as a continuous process whereas Mahendragarh has experienced a time gap in the process. Therefore, neoliterates of Mahendragarh, who achieved basic literacy skills in late '90s must be more vulnerable to relapse to illiteracy as they were deprived from practice of their skill up to 2003, when PLP was launched. Apart from the organizational structure and initiatives, there is one more parameter which influences the NLM activities to a great extent, this is the role of volunteers. Volunteers play a major role in determining the trend and extent of enrolment in NLM activities. Their socio-economic profiles influence the enrolment of target beneficiaries from various castes and classes, in their regularity and continuity in literacy classes and also in their achievements in literacy classes and in society.

The extent of success of NLM activities in the sample villages, to a great extent, depends on the strength and effectiveness of organisational structure of NLM, association of the community with the NLM activities and socio-economic profile of the people associated with NLM activities. In this chapter, the socio-economic profiles of volunteers are analysed. Therefore it is essential to analyse the socio-economic profiles of volunteers that influence the enrolment of adult illiterates in the villages and also the factors associated with the mechanism of NLM and its activities at grass root level.
7.5. Volunteers as Part of NLM Organisation

During field survey, only those volunteers have been selected who were actively associated with AECs in their villages as teacher, motivator or environment builder. In sample villages of Karnal, active volunteers, solely associated with NLM, were found to be more in number, whereas in sample villages of Mahendragarh, many of the active volunteers were mainly associated with other NGOs and work in NLM as per their leisure time. In total, 74 volunteers were interviewed during survey and their gender, age group and socio-economic profiles were surveyed. How the profile of volunteers influenced the mode and extent of involvement of adult illiterates in NLM activities is discussed here.

7.5.1. Gender and Age Group of Volunteers

Female volunteers were more in number than the male volunteers (74.30 per cent of samples were females) and number of unmarried volunteers was more. Maximum of the volunteers belonged to 15-25 age group (around 60 per cent of the samples), around 10 per cent belonged to below 15 age group, mainly the school students; (Table 7.5).

<table>
<thead>
<tr>
<th>Gender</th>
<th>Below 15</th>
<th>15-25</th>
<th>25-35</th>
<th>35+</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>5</td>
<td>32</td>
<td>12</td>
<td>6</td>
<td>55</td>
</tr>
<tr>
<td>Male</td>
<td>2</td>
<td>12</td>
<td>4</td>
<td>1</td>
<td>19</td>
</tr>
<tr>
<td>Total</td>
<td>7</td>
<td>44</td>
<td>16</td>
<td>7</td>
<td>74</td>
</tr>
</tbody>
</table>

Source: Primary data

Table 7.5: Percentage distribution of volunteers by age group

Among the Group I villages, there were 2 volunteers in Kalwa Heri and 5 volunteers in Kurahwata villages who belonged to below 15 age group and were students of schools. Among Group II villages, in Harsinghpura and Nathiana villages, there were no volunteer teacher of below 15 years, but there were some volunteers who were school students and occasionally took literacy classes at their own houses. On the other hand, in other two villages of Group II category, i.e. in Bachhod and Amarpur Jorasi, all the adult learners were going through primers, none of them could complete three primers till the time of primary survey (Table 7.6).
Table 7.6: Percentage of drop out to total illiterates ever attended AEC

<table>
<thead>
<tr>
<th>Group</th>
<th>Villages</th>
<th>Percentage of Primer III completers to total adult illiterates ever attended AEC</th>
<th>Percentage of drop out to total attended AEC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Group I</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Kalwa Heri</td>
<td>57.89</td>
<td>4.17</td>
</tr>
<tr>
<td></td>
<td>Zainpur Sadhan</td>
<td>7.14</td>
<td>39.02</td>
</tr>
<tr>
<td></td>
<td>Momanpur</td>
<td>NO</td>
<td>NO</td>
</tr>
<tr>
<td></td>
<td>Kurzhwata</td>
<td>8.33</td>
<td>NO</td>
</tr>
<tr>
<td>Group II</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Harsinghpura</td>
<td>NO</td>
<td>41.94</td>
</tr>
<tr>
<td></td>
<td>Hathlana</td>
<td>17.24</td>
<td>69.23</td>
</tr>
<tr>
<td></td>
<td>Bachhod</td>
<td>NO</td>
<td>NO</td>
</tr>
<tr>
<td></td>
<td>Amarpur Jorasi</td>
<td>NO</td>
<td>NO</td>
</tr>
</tbody>
</table>

Source: Primary data
NO – No observation

7.5.2. Social Profiles of Volunteers

There was a close relation in between the social profile of volunteers and adult illiterates enrolled in literacy classes in AECs. In the villages, having participation of volunteers from OBC and SC, percentage of adult illiterates of 15-35 age group was more from OBC and SC.

In Group I category, there were four villages. Out of these four villages, in Kalwa Heri, 32.80 per cent of OBC and 12.50 per cent of SC adult illiterates ever attended AEC, and here all respondent volunteers belonged to OBC. In Zainpur Sadhan, participant adult learners belonged to all castes; here 50 per cent of OBC adult illiterates, 29.63 per cent of SC adult illiterates and 38.64 per cent of adult illiterates of other castes ever attended AEC. In this village, volunteers were from all castes and volunteers from SC households were most active. In Momanpur, volunteers were from OBC and other castes and adult illiterates ever attended AEC were from SC and other castes. In Kurzhwata, volunteers were from all castes, but adult illiterates ever attended belonged to OBC. In villages under Group II category, there were lots of volunteers from three villages (except for Harsinghpura), the enrolled adult illiterates also belonged to others in all villages excluding Amarpur Jorasi. But the percentage of SC and OBC adult illiterates ever attended AEC was either nil or very less in these villages.
Table 7.7: Percentage of volunteers of various castes to total volunteers in Group I and Group II villages

<table>
<thead>
<tr>
<th>Group</th>
<th>Villages</th>
<th>Other Castes</th>
<th>OBC</th>
<th>SC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Group I</td>
<td>Kalwa Heri</td>
<td>NO</td>
<td>100.00</td>
<td>NO</td>
</tr>
<tr>
<td></td>
<td>Zainpur Sadhan</td>
<td>58.33</td>
<td>25.00</td>
<td>16.67</td>
</tr>
<tr>
<td></td>
<td>Momanpur</td>
<td>88.89</td>
<td>11.11</td>
<td>0.00</td>
</tr>
<tr>
<td></td>
<td>Kurahwata</td>
<td>NO</td>
<td>91.67</td>
<td>8.33</td>
</tr>
<tr>
<td>Group II</td>
<td>Harsinghpura</td>
<td>NO</td>
<td>100.00</td>
<td>NO</td>
</tr>
<tr>
<td></td>
<td>Hathlana</td>
<td>37.50</td>
<td>50.00</td>
<td>12.50</td>
</tr>
<tr>
<td></td>
<td>Bachhod</td>
<td>20.00</td>
<td>60.00</td>
<td>20.00</td>
</tr>
<tr>
<td></td>
<td>Amarpur Jorasi</td>
<td>100.00</td>
<td>NO</td>
<td>NO</td>
</tr>
</tbody>
</table>

Source: Primary data

NO - No observation

7.5.3. Economic Profiles of Volunteers

Although a clear social cohesion of volunteers has been observed in the sample villages that actually influenced the mode and extent of participation of adult illiterates of various social segments in NLM activities, but there was no remarkable economic cohesion. Most of the volunteers were found to be from landless households or from households having small piece of land (less than 0.01 ha). 55.41 per cent of respondent volunteers had other labour as main source of income whereas another 37.84 per cent were self employed in agriculture.

7.6. Access to NLM at Grass-root Level

The above mentioned facts reveal some important factors associated with the socio-economic aspects of society and space. In Haryana, NLM has formally launched in Haryana in 1991 and since 1991, the districts of Haryana have started block and village level activities for adult literacy and continuing education. But there are differences in terms of effectiveness of policy implementation because of mainly following reasons: (i) lack of motivation from the community; (ii) lack of motivation from people associated with policy implementation at grassroot level; (iii) delay in policy implementation at grass root level affecting consistency of activities; (iv) lack of coordination among policy implementers of various levels due to
redtapism; (v) lack of coordination in between policy implementers and beneficiaries. Some of the major issues associated with the mechanism of NLM at the grass-root level are analysed here.

(i) NGO activities over-shadowing NLM activities: It must be mentioned that apart from the government initiatives, there are numerous evidences in various states including Haryana, where initiatives of non-government organisations have achieved remarkable success in social development sector, especially in the field of education development. Some dedicated non-government organisations have done notable work to achieve universal primary education in specific areas and their pioneering initiatives have also drawn attention to new models of classroom pedagogy, teachers' training, school management etc.

NGOs have also proved their potential to play a crucial advocacy role to foster public participation in schooling matter. Some of the initiatives are ‘Eklavya’ in Madhya Pradesh, MV Foundation in Andhra Pradesh, URMUL Trust in Western Rajasthan etc. While these NGOs work towards basic education of children, ‘Lok Jumbish’ of SIDA in Rajasthan began with a bold vision to transform the educational scenario in Rajasthan. Initiated in 1992, ‘Lok Jumbish’ aimed to bring the village community, especially women, into the educational orbit. It was funded by SIDA, the Government of India and the Government of Rajasthan in the ratio 3:2:1. The contribution of Lok Jumbish towards mobilising people for education and empowering women was quite exceptional which has proved that community based works initiated by the government or Non-government organisations can succeed despite all social hindrances, if the focus of works be properly identified and the involvement of the works associated can influence the community concerned.

In Haryana, role of NGOs in adult literacy and education has been found in some sample villages of Mahendragarh, such as in Kurahwata and in Amarpur Jorasi. The ground work made by Sanjeevani has paved the way of implementing NLM strategies for adult literacy and continuing education. But the problem arises when the target beneficiaries get confused about the activities made for them and when the same persons who approached them earlier on behalf of NGO, again approach them for NLM activities. Adult learners have empirical knowledge base and own set of mind to be aware about the activities and their benefits. When NLM activities are implemented without making any knowledge base
through cultural activities like kala jatha etc, it is assumed that the earlier social development activities may strengthen the base of NLM. But the way of motivating the adult learners sometimes become tougher and the motivational mechanism remains confined within a particular segment of society as per the knowledge of the NGO workers involved. This happened both in Amarpur Jorasi and Kurahwata although volunteers of Kurahwata enabled to overcome the crisis because of the support from village level coordinators and block level administration of NLM.

(ii) Differences in terms of district and village level coordination and their association:
Despite having same organisational structure of NLM in both Karnal and Mahendragarh, it has been observed that mechanism of NLM gained more success in Karnal rather than in Mahendragarh. Although lack of consistency of TLC and PLP in Mahendragarh was a major factor behind its lack of success and achievement, but there were some associated factors which also played a major role. In Karnal, the association and involvement of district administration of NLM was found to be stronger and more effective than in Mahendragarh. In Karnal, coordinators and volunteers of Utthhan Saksharta Samiti and village level coordinators and volunteers had a close association and regular coordination for village level activities. In the villages of Karnal, despite the neutral role of local political bodies, NLM activities have shown remarkable progress. The progress of NLM in Karnal should not only be evaluated in terms of number of adult neo-literates, but also in terms of activities related to social movements by the volunteers themselves at the village level, by protecting child marriage, protesting against alcohol etc. On the other hand, in Mahendragarh, the activities of NGOs like PRIA, Sanjeevani and regular activities of anganwadi workers have overlapped NLM activities to a great extent. As a result, the coordination between district level administration of NLM and local level coordinators and grass-root level workers seem to be less and irregular.

(iii) Poor training mechanism: A main lacking in the policy orientation is the arrangement of proper training of the individuals who are supposed to get associated with the grassroot community. Adult learners want to learn something beyond simple letters, as they want to implement their education in own life. Therefore, until and unless the illiterate people get
convinced about the significance of literacy and continuing education, they may not show interest to take part in teaching-learning process or to continue for long term at their own will and without community participation, social movement may not crop up. The people associated with the teaching-learning activity must be aware enough about the socio-economic linkages of adult education. In Haryana, the training mechanism for volunteers seemed to be inadequate. As a result, despite having strong district level administrative set up for NLM activities, the process of motivation and teaching-learning process becomes poor in the grass root level. Like in other states of India, in Haryana also, the magnitude of external effect of literacy on the proximate illiterates depends on various characteristics of the literate members in the household. The age, gender, location (where the literate member stays) and level of education of literate members in a particular family are most important influencing factors for the proximate illiterates of that family. Although India has patriarchal society, but the female literate members have a larger impact rather than the male literates as the females play a major role in the domestic activities. Therefore the volunteers involved into the motivational activities must be aware enough about the individual’s way of thinking as well as the structure of the families where isolated or proximate illiteracy prevails.

(iv) Problems related with systems set up and political scenario: The twist of political scenario and also the change in the strategies in adult education policy has also affected the impact of the programme to a great extent. New schedule of three phase teaching-learning process, implemented since 1980s, has postponed results from literacy programme further than before, and it has effectively promoted a trend of ‘schooling’ of adult literacy and thereby has removed any possibility of its becoming a popular movement. As highlighted by Ramachandran, one of the main issue is that in 1988, when the NAEP was wound up and Total Literacy Campaign (TLC) launched, the emphasis was turned from adult education to adult literacy. As a result, in many cases, the programme is not getting accelerated beyond TLC. The same scenario has also been found in the sample villages of Haryana. Some of the other major lacking in the entire policy system are as follows:

\(^{23}\) Ramachandran, Vimala (1999): Op cit. p.50
10) Systems set up for making grants and monitoring their use did not function well, it resulted corruption, misutilisation of funds, especially by the influential people who set up voluntary organisations;

11) Many voluntary organisations had very little contribution in comparison to the extent expected;

12) Inadequate payments to the literacy instructors and abysmal support structures eroded the credibility;

13) There were discrepancies in fund distribution, funds were not distributed as per the credibility of organisations in all cases, as a result many organizations despite showing poor performance received huge funds for this purpose;

14) The difficulties did not receive enough attention;

15) The administrators who designed the programme placed too much reliance on the capability of committed civil servants;

16) Lack of transparent system for selecting voluntary organisations;

17) Outdated grant-in-aid procedures shrouded in bureaucratic secrecy and erratic financial flow;

18) Lack of foolproof system of evaluating the environment building phase of Total Literacy Campaign (TLC).

Despite elaborating all possible problems associated with adult education, there is both scope and hope for change within this set of conditions in Hayana. It is undoubtedly true that adult education does and can have a role to play in future of this state having healthy status in terms of economy, provided the intelligentsia plays a progressive and activist role in influencing the dialectic.\textsuperscript{214}

It is evident from the case study of sample villages that positive impact of adult literacy and education can be long term by policy implementation, if the community gets involved into it, not as a part of policy oriented compulsion, but as individual, realising its utility by heart and soul. This effect can be long term and may percolate into individual as well as in beneficiary households, which can later spread the effect in the society, resulting impact for generations ahead. In this way, if the 'spread effect' gives birth to 'percolation

\textsuperscript{214}ibid, p. 50
effect', the positive externality might be more effective and the output might be beyond expectation.

7.7. Conclusion

This chapter reveals that although organisational structure and framework of NLM was almost similar in all the districts, but the intensity of activities varies from one district to another, even within the same district, from one village to another. The discussion in this chapter highlights some of the critical issues related to NLM in Haryana.

1. Haryana is one of the States, which received direct benefit of Green Revolution. Except for a few areas adjacent to the State of Rajasthan, most of the other districts could fully utilise the positive impacts of Green Revolution which made a strong economic base of those districts of this State. In Haryana, around 71 per cent of total population belong to rural areas, agriculture sector is the mainstay in the state’s economy, about 28.20 per cent of total income of the state comes from agriculture and allied activities, livestock is a most important component of primary sector of the economy. This state, as described in Socio-economic Survey of 2005-’06, is ‘the milk pail of India’. But in this state, perception of adult illiterates towards literacy and lack of social movement to remove the curse of illiteracy from the society, have resulted almost stagnation in adult illiteracy in most of the districts. The process of decrease in adult illiteracy in all the districts prior to launch of NLM has been slow and insignificant as there was no particular initiative for adult literacy and continuing education. Whatever reduction in adult illiteracy has been evident from census data is more or less the result of either increase in formal education among the younger generation, or by some isolated initiatives by NGOs or voluntary organisations, adding to the total number of adult literates in each decade.

2. NLM, launched in early ’90s, has shown a remarkable response from both learners and teachers at the initial stage. In every country, usually literacy projects start out with overenthusiastic over-subscriptions of enrolment. “People would indeed like to be literate. However the strength of their desire and its ability to carry them through
to completion are still the uncertain factors.\footnote{215} Adult participants, teachers and volunteers show positive attitude towards adult literacy programme at least at the initial stage as they realize the importance of such programmes. But both enrolment and attendance are found to be far from satisfactory\footnote{216}. Even if the initial enrolment is found to be high enough, the attendance for long time is found to be very poor. Drop out from literacy classes is very high in most of the areas, where adult education has been introduced as a part of NLM activity only and where need for adult education has not been felt prior to this government initiative. In both of the sample districts, adult illiteracy has been found to be very high, especially among females in rural areas. But in term of economic development, these districts are in much better condition in comparison to many other districts of India as reflected through the discussion in the next section. Differences in terms of effectiveness of policy implementation were caused by lack of motivation from the community; lack of motivation from people associated with policy implementation at grassroot level; delay in policy implementation at grass root level affecting consistency of activities; lack of coordination among policy implementers of various levels due to redtapism; lack of coordination in between policy implementers and beneficiaries. Apart from the organisational limitations, there was a limitation in the process of identifying the target beneficiaries. Instead of random quantification of adult illiterates, it was essential to identify the spatial and temporal character of illiterates, for that identifying the illiterates as per their social groups or economic profile is important.

3. While identifying the target beneficiaries, there was a need to emphasize on those household where there was no literate person till now, they were the most vulnerable people who might relapse into literacy very soon, even if they enrolled into literacy classes for some time.

It has been observed that in the entire system of NLM impact analysis has been overemphasized in terms of achievements of neo-learners at the village level. But the root causes behind the limitations of NLM have not been focused always.


\footnote{216} Lind, Agneta, Anton Johnston (1990): p. 82
One of the major aspects associated with the impact of NLM at grass root level is the social and economic profiles of volunteers. There was a need to monitor the progress of volunteers apart from impact analysis while evaluating the programmes. The issues emerged from volunteers' profiles are as follows:

1. The remarkable participation of females in literacy classes and remarkable absence of male illiterates in literacy classes might have some long-term impact which emerged from the discussion. The involvement of females as volunteers in huge numbers was a major reason behind more enrolment of female adult illiterates rather than male adult illiterates in AECs in sample villages. It further created a problem of lack of enrolment of male adult illiterates, and, as a result, illiterates among male adults suffered more in the villages. The lack of awareness of education has encouraged aversion towards basic literacy and continuing education in many households, especially in those households where social exclusion already prevails as a major problem.

2. There were two types of impact of involvement of school students in teaching learning process of NLM. The positive impact was that school children, involved into the process played a major role in initiating the motivation process at their own households. Illiterates prevailed among adults of 15-35 age group, therefore, number of enrolled adult learners increased to a great extent. The negative impact was that school children, as volunteer teachers usually started teaching in traditional manner, following the traditional way of teaching-learning in their schools. But such process does not suit adult learners. Therefore, lots of drop outs took place where school children started teaching in adult literacy classes.

3. Sometimes volunteers' profile and irregularity in classes encouraged drop outs. More than 40 per cent of respondent volunteers didn't have any training for adult education under NLM, only 12.20 per cent were regularly getting trained and the rest were trained by short term training programmes. These untrained teachers didn't have the skill to keep the adult learners motivated up to the level of achieving basic literacy skills. Therefore, achievement rate in terms of completion of three primers was remarkably low.
4. In the villages, where volunteers from lower castes actively participated in NLM activities, success was remarkable. This happened because potential learners in the NLM specified age group were more among SCs and OBCs. Such an example was Zainpur Sadhan, where female volunteers from Chamar families were the main initiators of NLM activities and they encouraged lots of adult illiterates to get regular training and learning basic literacy skills in Jan Chetna Kendras (JCKs).

5. There are some limitations from the volunteers’ sides, related to their economic status. Most of the volunteers were unemployed youths of villages, some were students. They mostly belonged to middle or lower middle class families and therefore had to look for some income or permanent employment. Therefore, attention to NLM activities, which were completely voluntary, was less, inadequate, and in some cases, irregular too. As a result, drop out cases raised high in most of the villages and motivation mechanism seemed to be weak. Volunteers, who were self employed in agriculture, had to spend maximum time in agricultural fields during harvesting time, at the same time, there were irregularity from learners’ side also to attend classes in AEC during this period. The time gap in learning process hampered the consistency of the activities and therefore couldn’t bring much success in terms of achievement of adult learners.

6. It was found that sometimes training was being given more emphasis rather than learning process in JCKs. The volunteers started earning from that source and therefore, despite having numerous adult illiterates within the village, who never attended AEC for basic literacy skill, process of new enrolment for adult literacy and continuing education was found to be inadequate. On the other hand, the adult illiterates, never attended AEC, were found to be keen to know more about sewing training rather than adult literacy and continuing education.

Development of a state should associate both economic development and social development. But economic development and social development don’t always take place
side by side, therefore the government has to intervene in the development process to make the development process more useful and effective. The evidence of Haryana state is one of such states in India where despite having strong economic base, there is a lack of well-structured movement within the society to reduce illiteracy rate, especially females' illiteracy. Illiteracy is a major obstacle to development process. Because 'Literacy appears to be, above all, an enabling factor, permitting large-scale organisation, the critical accumulation, storage and retrieval of knowledge, the systematic use of logic, the pursuit of science and the elaboration of the arts'\textsuperscript{217}. But literate culture is much more easily avoided than the oral culture. When it is not actually avoided, its actual effect seems to be relatively shallow\textsuperscript{218}. In Haryana also, oral society seems to be more effective and acceptable to the adult illiterates, who are very 'apprehensive' regarding own learning ability, who have 'sense of inferiority' and 'fear of failure'\textsuperscript{219}.

The NLM activities in Haryana has failed to a great extent due to its lopsidedness. There are lots of anomalies in terms of resource allocation, monitoring process and association of the activities with the target beneficiaries. The policy oriented framework, to a great extent, failed to assume the form of mass movement in Haryana. Because of the lack of visualisation, the mass movement could not take root throughout the state.

\textsuperscript{217} Gough, Kathleen (1968): Op cit. p. 84
\textsuperscript{218} Goody, Jack, Ian Watt (1968): Op cit. p. 60