Chapter-II

REVIEW OF LITERATURE AND NEED FOR THE PRESENT STUDY

2.1 INTRODUCTION

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2.1 INTRODUCTION

Review of Literature on Indian Adult Education reveals that it has been focused on examining the teaching and learning material, methodologies, teaching techniques and its relevance to the non-literates. It threw light on the quality of researches undertaken by the Universities, Non-Government Organisations and State Resource Centres in India during post-Independence period. About 700 Researches and Evaluation Studies were undertaken since 1950's as many as 379 (more than 50%) were carried out during the last decade in the field of Indian Adult Education. Some of the literature reviewed on adult education is given as under.

2.2 REVIEW OF LITERATURE

Colin\(^1\) (1964) in his works named "Adult Education in France" made an attempt to show adult education as a response to social and economic conditions and to compare it with the situation in Britain and America. Because the programme was dominated by voluntary organisations, French adult education had the spontaneity and dynamism of a movement and the emphasis was on doing not on learning, or rather on learning through doing.

Henry\(^2\) (1983) in his works namely "Introduction to Cost Analysis - Cost Effectiveness Analysis" has defined and illustrated a number of cost-analysis approaches that are used to evaluate educational alternatives. The study provides a brief summary of

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each of the four approaches, including the key analytical questions addressed by each, as well as the strengths and weaknesses already outlined. While discussing the importance of cost effectiveness analysis, he said cost effectiveness analysis should be a topic of concern because it can lead to a more efficient use of educational resources – it can reduce the costs of reaching particular objectives, and it can expand what can be accomplished for any particular budget or other resource constraint.

Mingat\(^3\) (1987) explained in his book namely "Estimating and Analysing Unit Costs" the techniques to be used in estimating and analysing unit costs of education. He said that there are two complementary but different approaches for estimating unit costs in Education. The first approach takes a macro perspective. The second approach starts from a micro perspective. However, in practice units costs should be estimated using both methods. By using both methods, the consistency of the estimates can be checked to boost confidence and also helps to overcome the handicap of missing data.

Bray\(^4\) (1987) in his works namely "Raising Money at the Community Level" analysed various methods adopted for raising resources for education. He said that methods adopted for fund raising for capital expenditure are different from for recurring expenditure. It is easier to raise money for capital projects, rather than for recurrent costs. Recurrent costs are often a bigger burden on schools. Salaries and other items are needed month after month, and do not attract the same enthusiasm as new buildings.


Community fund raising is the major source for capital expenditure. For recurrent expenditure, he suggested several school economic activities including running profitable gardens and successful shops.

Panchamukhi⁵ (1989) observed in his works entitled "Public Financing of Education: A Review of the Institutional Framework" that educational finance of the State Governments are a result more of a political process which most often is not based upon sound socio-economic logic and rigorous calculations. Some States legitimately complain that the agencies of the Planning Commission and Finance Commission safeguard more the interest of the Centre and a few privileged and vocal states. It would be in the interest of better federal relations, if the States are taken into full confidence and problems and plans of individual states are looked into individually both by the Planning Commission and Finance Commission.

Tilak⁶ (1989) in his works entitled "Centre-State Relations in Financing Education in India" investigated into the trends in Centre-State roles in education development in India. He observed that neither the policies of centralisation nor those of decentralisation significantly helped the education sector in India. He argued that education is the most significant and costliest of social services to the nation and the Centre must accept responsibility to share its growing cost. The existing Centre-State relationship in the financing of education should be reviewed in its entirety and a new

relationship which can meet, on a long term basis, the challenges of the massive programmes of educational reconstruction needed by the country should be devised.

Shah\(^7\) (1991) in his article entitled "Mass Literacy Campaign – Lessons of Ernakulam Model" while outlining the salient features of the total literacy campaign of Ernakulam District (Kerala), he said that the facilities of launching such a programme may not be as readily available to other districts as in the case of Ernakulam. Instead of an ambitious plan, it would be better to take up the programme on small scale but vigorously. The impact of achieving Cent per cent literacy in an area, howsoever small, would be more effective in motivating the people of the surrounding areas compared to partial success of a campaign conducted in a large area.

Venkateswarlu\(^8\) (1991) in his article entitled "Vocationalisation of Education – An Introspection" pointed out the weaknesses of government programme on vocational education while giving some of the successful stories of States like Tamil Nadu, Maharashtra and Karnataka. He maintained that the programme of vocational education mainly suffered, besides paucity of funds, due to inadequate preparatory work like dissemination of accurate information about vocational courses, establishment of employment linkages with Public, Private and Un-organised sectors, modification of recruitment rules, and inadequate attention for entrepreneurial programmes as part of vocational education and opening doors for self-employment.

Sharma9 (1991) in his article entitled "Total Literacy Campaign in Durg District (M.P.)" described the process of launching the total literacy campaign viz., planning the programme, environment building, arranging training programme to the voluntary teacher, conducting Saksharata Mela etc.

National Policy on Education, 198610 (Rev. 1992) envisages that adult education would be a means for reducing economic, social and gender disparities. The whole nation has pledged itself, through the National Literacy Mission to the eradication of illiteracy, particularly in the 15-35 age group through various means, with special emphasis on total literacy campaigns.

Programme of Action on National Policy on Education 1986 (Rev. 1992)11 emphasised for reorganisation of the existing programmes of adult education; application of science and technology and pedagogical research for improving the pace and environment of learning; establishment of linkage between adult education and the developmental programmes. It is aimed to provide education including literacy, to the population in 15-35 age group for about 100 million. It would be a phased time-bound programme, covering approximately 40 million by 1990 and another 60 million by 1995.

CABE Committee on Education Policy12 (1992) considers the adult literacy programme to be of such overwhelming significance that during the Eighth Plan,
together with Universalisation of Elementary Education (UEE), it has to be given overriding priority and **adequate resource support**.

Lakshmidhar Mishra\(^\text{13}\) (1992) in his article namely *"Total Literacy Campaign-II: Still an Unwritten Chapter in Indian History"* narrated the positive impact of literacy on various facets of illiterate. The author opined that access to literacy brought many tangible and intangible positive effects in the lives of illiterates. For him literacy became the key to the entire development effort, not merely by expanding the flow of information but by way of promoting awareness, empowerment and eventually leading to formation of organisation of the unorganised and strengthening of the entire collective bargaining process. He further said that access to literacy would also ensure access to the development parameters such as access to credit, access to seeds, fertilisers, pesticides, access to water both for irrigation purposes as well as drinking and access to a world of information of direct interest and relevance to the learner (health, family welfare, immunisation, nutrition, maternity protection, child care, small family norm, etc.). It also provides access to information in matters of public policy in the areas of age of marriage, age of employment, prohibition, untouchability, dowry etc. It is viewed as important as access to acquisition of vocational skills. Literacy being an important tool of acquisition in both, it assumed paramount importance for all development departments and development functionaries. Explaining the importance of ‘dual track’ approach, he emphasised that parental illiteracy and child illiteracy should go together and no learning society could be created in any household by sending children to school while parents

\(^{13}\) Lakshmidhar Mishra, *"Total Literacy Campaign-II: Still an Unwritten Chapter in Indian History"*, Mainstream, Vol. 3, No. 47, pp. 20-28.
remain illiterate or by imparting functional literacy to adult parents and not sending children to school. Creation of a learning society was essentially the outcome of constant inter-activity between parents and children which ensures learning by sharing.

Anil Bordia\textsuperscript{14} (1992) the former Secretary of Education Department of Union Government who conceptualised the adult education programme and nurtured it for more than 15 years admitted in his works entitled "Literacy Efforts in India" that the National Adult Education Programmmme (NAEP), which had a promising start became another ineffective government programme because of inherent structural deficiencies, coupled with inflexibilities of all kinds and at all levels in the timing of the centres, in numbers enrolled, in the provision of funds, and in the bureaucratised, hierarchical attitudes.

Lakshmidhar Mishra\textsuperscript{15} (1992) in his article "Total Literacy Campaign-I: Still an Unwritten Chapter in Indian History" appreciated the role played by the Non Government Organisations in the Total Literacy Campaign of Ernakulam. He strongly felt that Ernakulam experience had acted as a powerful springboard and motivated several State Governments, District Administrations and voluntary organisations to launch similar initiatives in the direction of total literacy. The whole process was facilitated by the formation of a non-governmental organisation called the "Bharat Gyan Vigyan Samiti" in August 1989. He further added that Total Literacy Campaigning initiatives of two Voluntary Organisations namely, Bharat Gyan Vigyan Samiti in Kerala and Gandhian and Sarvodaya Organisations in Assam, Bihar, Madhya Pradesh, Orissa

\textsuperscript{14} Bordia and Kaul (1992), "Literacy Efforts in India", Annals: World Literacy year 2000, pp. 35-60.
\textsuperscript{15} Lakshmidhar Mishra, "Total Literacy Campaign-I: Still an Unwritten Chapter in Indian History", Mainstream, September 5, 1992, Vol. 30, No. 46, pp. 11-16.
and Uttar Pradesh are remained as two important milestones in the history of literacy and adult education in India and the world. He said that the Gram Shikshan Mohim (1959) (Dist: Satara, State: Maharashtra) was one of the first experiments to take literacy to the masses by way of a movement. The Mohim had aimed at total eradication of literacy, provision of library services and other materials for retention of literacy and all round development of villagers through social education centres.

Venkateswarlu\textsuperscript{16} (1992) in his article entitled "Financing Education: Emerging Trends" observed that as compared to the Sixth Plan, aggregate increase in Seventh Plan expenditure was about 193 per cent. This is mainly because of active participation of Central Government in School Education. The Central Sector expenditure had increased manifold in view of setting up Navodaya Vidyalayas one in each district, expansion of Kendriya Vidyalayas and launching externally aided projects for primary education.

Kumar\textsuperscript{17} (1992) in his article entitle "Total Literacy Campaign: Nizamabad Experience" highlighted that in a span of about eight months, about 2.6 lakh learners became literate with the involvement of volunteers from all walks of life. The response from women, weaker sections, minorities both religious and linguistics was unprecedented and overwhelming. The campaign has its impact\textsuperscript{3} on developmental activities since its has provided an opportunity for people’s participation in the


\textsuperscript{17} Binoy Kumar, "Total Literacy Campaign: Nizamabad Experience" \textit{Yojana}, Vol. 36, No. 22, December 1992, pp. 10-14.
development process. The campaign also produced a tremendous enthusiasm for elementary education.

Premchand and Mathew\(^{18}\) (1993) in their article entitled "Fourth Battle of Panipat – Total Literacy Campaign in Haryana" made an objective assessment of Total Literacy Campaign of Panipat (Haryana) and its impact on the neighbouring States. They observed that Total Literacy Campaign of Panipat being pioneer attempt at introducing the TLC in the Hindi-speaking States had made expected impact and enthused local people – government officials, teachers, unemployed youth, illiterates and paved way for initiating similar literacy campaigns in the neighbouring States. It gave such a long lasting impression for the authors that mass literacy campaign is no monopoly of any one ideology or political party or a social system, and it could be conducted successfully in any society.

Seetharamu and Ushadevi\(^{19}\) (1994) in their work namely "The Adult Education" had examined the impact of Centre Based Adult Education Programme and the Mass Programme of Functional Literacy in Karnataka State. It was a unique work which throws light on the problems in the implementation of Adult Education Programmes and bright spots in the field. The study adopted a methodology of studying two gross root structures of Adult Education viz., (i) Adult Education Centres, and (ii) Post Literacy and Continuing Education Centres called the Jana Shikshana Nilayas for a


cluster of villages. Some of the major positive findings of the study include Voluntarism was to be a great promise. Multi party local self-government settings had recorded relatively better success as compared to single party dominant settings; women's motivation and participation was high; coverage of SC/ST was higher than the target; State Resource Centres contributed significantly to the programme. Quality of teaching/learning material brought out by them was good; the programme worked well in those States in which the adult education staff was recruited under social selection procedure. Problems identified were the monitoring system lacked credibility and there was considerable misreporting; The learning environment in adult education centres was bleak, lighting arrangements were poor; voluntary organisations/agencies did not receive co-operation from State governments and the procedures for their involvement discourage them; achievements of literacy level are generally below the expectations; absence of post-literacy and continuing education arrangements adversely affected the programme; political and administrative support of the state governments and panchayat raj institutions was not forthcoming.

Mathew20 (1995) in his article namely "Adult Literacy and Skill Development: Indian Experience" pointed out the conceptual difference of adult literacy between developed countries and developing countries. In an industrialised and developed country like the US, basic adult literacy would mean proficiency in computers and electronics, but in a developing country like India, adult literacy would mean basically the 3 Rs. He stated that the strategy of Total Literacy Campaign (TLC) and the process

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of its implementation had brought about a qualitative change in adult literacy's potential for skill development as well as the definition of skill.

Defending the strategy of National Literacy Mission of Ministry of Human Resource Development, Baskar Chatterjee21 (1996), the then Joint Secretary for Adult Education observed in his Zakir Hussain Memorial Lecture on "Strategies For Post Literacy In The Next Decade" that although adult education has been receiving attention right from the First Five Year Plan, adult literacy programmes today constitute an integral part of the strategy of human resource development as well as the overall development of the country. In his opinion, the main point of concern of post literacy was the functional aspect. Continuing Education for neo-literates as visualised by NLM was an attempt to provide systematic, organised and well co-ordinated mechanism to mobilise all resources in support of continuing education in the perspective of life long education.

Sengupta and Roy22 (1996) brought out the success story of Total Literacy Campaign of Midnapur (West Bengal) in their article "Sociological Impact of Total Literacy – The Case of Midnapore". The findings of the paper were based on a sample of 3050 neo-literates drawn from 153 villages belonging to 21 out of the 54 blocks of the district, Midnapore. The paper described the meticulous process and methodology followed in conducting. Total Literacy Campaign of Midnapore which was successful because of well co-ordinated and committed efforts of the political parties, district

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administration and people at the gross root level. It was observed that the district administration was keen and firm in implementing the TLC programme. It was stated that the Administration had resolved that if no other financial support was available, the programme would be supported with the help of district plan funds provided by the State Government to fill the critical gap in resources for implementing the district plan since possible assistance of NLM was still not known at the district level at that time. This clearly brought out a message that finance was not a problem for TLC programme provided there was a strong will among the administrators and organisers.

Venkatesh Athreya and Sheela Rani\textsuperscript{23} (1996) narrated in their book entitled "Literacy and Empowerment" the Indian experience in conducting mass literacy campaigns. The author's experience in organising total literacy campaign revealed that considerable space had been provided for decentralised initiative in conceiving, planning and implementing the district literacy project. They further appreciated the tireless efforts of volunteers in the field of adult education and emphasised that the political will is the key factor for successful implementation of literacy projects in India. Another significant observation made by the authors was that in the Total Literacy Campaign (TLC), the process is as important as the product, and this should be taken into account in any scientific assessment/evaluation of the TLC.

Varghese\textsuperscript{24} (1996) in his "Decentralisation of Educational Planning in India – A Case Study of District Primary Education Programme" scrutinised various steps initiated under the District Primary Education Programme (DPEP) to promote decentralisation of educational planning in India. The analysis showed that the DPEP initiatives have succeeded in overcoming existing constraints on decentralisation by developing planning machinery and competency and by ensuring resource availability at the district level. The DPEP experience also showed that centralised decision making in certain areas in the initial stages might become necessary to promote decentralisation efforts in the long run. However, to sustain the decentralisation process, he suggested to reduce the domains of centralised decisions making progressively.

Tilak\textsuperscript{25} (1997) in his work on "Analysis of Finance for Education – Modules on District Planning in Education" analysed the sources of funding and developed indicators of resources allocation for education sector. With regard to sources of funds, he said that of the various sources, the government is the single most important source of finances. Finances from households too are sizeable, whereas funds from external sources are not so large. In respect of allocation of resources, he observed that the main theoretical principle that should guide the planners in the inter-sectoral allocation of resources is the principle of equi-marginal returns, which suggests allocation of more resources to that sector, or sub-sector, or that item, where the investment yields maximum


\textsuperscript{25} Jandhyala B.G. Tilak, "Analysis of Finance for Education - Modules on District Planning in Education", Module 10, National Institute of Educational Planning and Administration, New Delhi, 1997, pp. 5-22.
benefit. In India, allocations in the Five Year Plans set the direction for further development, by giving an important measure of priority to the share of education in the total outlay of the plans. Further, he said that the percentage distribution of the allocation of total resources between different levels of education presents an idea of the nature and pattern of intra-sectoral allocation of resources within education. Discussing the regional disparities, he said that one of the important objectives of devolution of resources, both by the Planning Commission and the Finance Commission, is to reduce regional disparities in educational expenditure and development.

Gosh\textsuperscript{26} (1997) observed in his article entitled “Adult Education – Looking Beyond Literacy Campaigns” that the facilitative factors of a volunteer-based and loosely structured programme provided the space for people to think and act freely. The district officials and the literacy workers, on their part, facilitated and provided positive support to their cause. The TLC provided, for the first time on such a large scale, a forum for participation and dialogue, discussion, learning and sharing among volunteers (agents of change) and learners (those desirous of change).

Mathew\textsuperscript{27} (1997) based on his field visit to Pune District of Maharashtra had narrated in his article “Conclude You May” about the salient features of the Post Literacy and Continuing Education and its impact and how co-ordinating mechanism developed in the villages of Pune district through the Goan Kacheri and how the Goan Kacheri system was


effective in the field of adult education and literacy. He observed that the Goan Kacheri had served at least three purposes. The ignorance about the programmes and the insularity of the different departments were broken, and co-ordination became possible at the department and programme levels. Secondly, the village people, taking advantage of the presence of the govt. functionaries, did get their problems sorted out, without having to run after any one. Thirdly, it served as an effective Executive Board for the programme. Attendance in TLC was said to have improved significantly in places where the Gaon Kacheri was regular and effective. Concluding, he said that the Pune experiment of weaving an intricate bond between literacy, development and improvement underscores the imperative that: (i) a long term perspective of the literacy movement, especially the continuing education, should be an integral part of the literacy effort, beginning almost on the first day of the TLC itself, and (ii) continuing the literacy pursuit well beyond the PLC phase, at least for 3-4 years, affording the transition from the nascent to a very firmly institutionalised (self-sustaining) form. The issue of continuing the literacy enterprise does not seem to lie on lack of interest of learners, but it seems to lie in the commitment of the organisers, the administration, and ultimately the NLM’s policy support.

Tilak\textsuperscript{28} (1997) presented in his work entitled “Analysis of Cost of Education” various concepts of costs in education and highlighted the idea of costs at current and constant prices. He said that costs include the value of not only those inputs on which money is spent, but also those for which no expenditure is incurred. Therefore, while

\footnotesize{\textsuperscript{28} Jandhyala B.G. Tilak, \textit{op. cit.}, pp. 5-26.}
expenditure is expressed only in monetary terms, costs can be expressed in monetary as well as in real or physical terms. Recurring costs are defined as those that are incurred every year; and non-recurring costs are incurred, generally, once for all. Recurring costs are synonymous with variable and fixed costs respectively. With regard to analysis of costs, he said that the cost-effectiveness analysis is used to address only those questions that relate to the internal efficiency of resources invested, while the cost-benefit analysis examines the external efficiency of investments made.

Lakshmidhar Mishra\(^{29}\) (1998) in his works namely "National Literacy Mission – Retrospect and Prospect" had analysed the various factors responsible for the failure of government development programmes in the field of adult education. He observed that the delivery mechanism itself was often effete, pompous, callous and insensitive to the people's needs. There was a big credibility gap between the genuine needs and concerns of the people and the attitude, approach, perception and insight of the functionaries who were in charge of the delivery mechanism. Pointing out the major short fall of Adult Education Programme, he stated that the acquisition of literacy has to be demand driven and not only supply driven. The demand must be natural and spontaneous. People must be aroused and awakened to perceive the need for and importance of literacy.

Tilak (1998) in his article entitled as "Changing Patterns of Financing Education" argued that the free-market philosophy is potentially very dangerous to the very fabric of societies, affecting the socio-cultural foundation of the societies and cheapening the student-nation/society relationships and family bonds. Many countries seem to be unwillingly becoming reconciled with the transformation of traditional approaches into free market-economy-oriented, modern approaches. There has been a series of waves of change occurring in financing education in the developing countries during the last couple of decades. During the first wave of change, the need for improvement in the efficiency of allocation of public resources was strongly felt. During the second wave of change, the focus has shifted to the mobilisation of additional resources from non-governmental sources and to a search for methods of supplementing governmental finances in funding education. During the current wave of change, the tendency to refuse to acknowledge the existence of externalities in education and attempts to prove that education is not a public good and that it can be treated as private good are on the increase. The free market philosophy tends to become so dominant, that the very role of the State in financing education is being questioned, and theories are being written and rewritten in support of cost-recovery in education.

Vimala Ramachandran (1999) in her article "Adult Education: A Tale of Empowerment Denied" she observed that there was no strategic thinking - either in New Delhi or at the district level. Collectors, like most career civil servants, have a short time

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horizon. The literacy campaign gave administrators an opportunity to shoot into prominence, make a splash and then move on. The literacy campaign was launched and justified as a quick-fix movement for the ‘eradication’ of illiteracy. It was never conceived as a spark that would ignite a movement for lifelong learning. She made a very valid observation about the psychological attitude of administrators. She said that the administrative culture does not encourage building on the achievements of predecessors. On the contrary, a tendency to negate the contributions of predecessors has taken hold. Concluding she said that India needs programmes with a long-term vision, whether the goal may be child survival, safe motherhood, adult literacy or universal primary education. Quick-fix campaigns can at best provide the initial momentum, but not solutions to the problems.

Mathew\textsuperscript{32} (1999) in his paper entitled “Education for All-2000: Indian Engagement with Adult Education and Literacy” said that government was eloquent in expression of policy commitment, but niggardly in resource allocation for adult education programmes. He underlined that literacy is an essential pre-condition for meaningful participation of masses in the process of political decision making and national reconstruction.

Indian Adult Education Association\textsuperscript{33} (1999) in its publication entitled “Review of Researches in Indian Adult Education” reviewed the researches conducted during the

\textsuperscript{32}Mathew, A., I, Ministry of Human Resource Development and National Institute of Educational Planning and Management, New Delhi, 1999, pp. 11-32.

\textsuperscript{33} Review of Researches in Indian Adult Education, Report of the National Seminar on “Role of Universities and Research Institutions in the Promotion of Research in Adult Education” Indian Adult Education Association, New Delhi, 1999.
recent past with a view to examining their methodologies, findings and relevance to the policy. It threw light on the quality of researches undertaken by the universities, NGOs and SRCs in India during the last fifty years. About 700 researches and evaluation studies were undertaken since 1950’s in the field of Indian Adult Education as many as 379 were carried out during the last decade. It warned that the future prospects of adult education research in a developing country like India were dependent on the quality of its researchers and the extent of facilities and funds available for their professional training.

Katsis et al.,34 (1999) in their article entitled “Explaining Educational Development in Pakistan: An Analysis of the 1991 Household Survey” examined the issues relating to primary education enrolment and graduation. The analysis confirmed the gender gap in Pakistan’s educational system. The drop-outs or never attended primary schools were significantly smaller for boys than they were for girls. Mother’s education was significant factor that affected the enrolment, drop-outs and education expenditure. Educating women had been repeatedly associated with lower fertility and infant mortality rates and increased educational attainment levels of children.

Rajagopal and Sharma35 (1999) in their research study entitled “Learning from Experience: Some Dimensions of Community Participation in the Shikshakarmi

*Programme, Rajasthan* examined how Shikshakarmi Programme helped to provide quality education in remote areas of Rajasthan and achieved the quantitative goals of universal access. It was stated that Shikshakarmi Programme experience of community participation indicates that the support provided by the community members had been positive and facilitated the regular functioning of the schools and also helped in establishing linkages of the community with the higher rungs of the structure, at the policy level.

Indira (1999) in her research study entitled *"Fifty Years of Literacy Development in Karnataka: District Level Analysis"* observed that despite the greater emphasis given to primary education during the plans, efforts at Universalisation of Elementary Education (UEE) and launching of the National Literacy Mission, India's performance in education is not very encouraging, compared to the other Asian countries. With reference to Karnataka, the study reaffirmed that the backward districts remained backward and the gap between the highest literacy and the lowest literacy districts is widening and while Bangalore Urban, with 76 per cent literacy, is heading towards technological development, in other districts like Raichur and Gulbarga 60 per cent of the population is still illiterate. The author suggested that due to the direct relationship between poverty and lower literacy rates, the opportunity cost of sending a child to school is to be considered while formulating policies for improving the school enrolment.

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36 Indira, M. *“Fifty Years of Literacy Development in Karnataka: District Level Analysis”,* Journal of Educational Planning and Administration, National Institute of Educational Planning And Administration, Vol. XIII, No.1, January 1999, pp. 72-70.
Azad\textsuperscript{37} (1999) in his research study namely "Criteria Based Funding of Higher Education" investigated into the funding mechanism of higher education. The study concluded saying that out of the various mechanisms of funding institutions of higher education, the input funding system based on unit costs appears to be the most promising. The study further recognised the fact that there could not be single and uniform cost system which would apply to all the regions of the country. It has to be worked out on a regional/institutional basis and kept under constant review.

Arumugam\textsuperscript{38} (1999) in his research study entitled as "Role of State and Local Bodies in Financing Education in Tamil Nadu" examined the role of municipal corporations and municipalities in financing education in Tamil Nadu and found that urban local bodies mobilise resources through education tax, as part of property tax, and also get grants from the state government but have spent far lesser amount than what they have mobilised for education in their respective areas of jurisdiction. Education tax was used for the provision of other services to the public.

Majumdar\textsuperscript{39} (1999) in his article namely "Learning, The Elementary Way" felt that the need for finding resources to finance universal elementary education is an urgent task as well as an entirely achievable goal. He further warned that as India enters the 21st

\textsuperscript{37} Azad, J.L., "Criteria Based Funding of Higher Education", \textit{Journal of Educational Planning and Administration}, National Institute of Educational Planning and Administration, New Delhi, Vol. XIII, No.4, October 1999, pp. 443-449.

\textsuperscript{38} Arumugam, P., "Role of State and Local Bodies in Financing Education in Tamil Nadu", \textit{Journal of Educational Planning and Administration}, National Institute of Educational Planning and Administration, New Delhi, Vol. XIII, No.4, October 1999, pp. 411-429.

\textsuperscript{39} Tapas Majumdar, "Learning, the Elementary Way", \textit{The Telegraph}, Vol. XVII, No. 231, February 25, 1999, pp. 64-65.
century, around 70 million will be out of school. An investment in real, human terms may be the only sensible gift that India today could possibly set aside for India tomorrow.

**Daswani and Shah**\(^{40}\) (2000) in their book entitled *"Adult Education in India"* presented a mixture of strengths and weaknesses of adult education policies and programmes implemented over a period of 50 years. It was an excellent work by bringing together a vast array of specialists and experts and presented their views on the complex and newly emerging discipline of adult education. The book is structured in five parts and each one with different focus. Part-I includes papers on the philosophical and historical perspective of the development of adult education in India. Part-II includes papers on adult education policy and planning. Papers in Part-III focus on the implementation and impact of the Total Literacy Campaigns in various states in India. Papers in Part-IV discussed the strategies of post literacy and continuing education and Part-V has papers that analysed the two crucial issues of gender and development.

**Verghese**\(^{41}\) (2000) in his article entitled as *"Costing of Total Literacy Campaigns in India"* had brought out cost aspect of total literacy campaigns. In his opinion the Total Literacy Campaign approach for literacy was not cost effective and they were equally expensive from the point of society, though they might not be expensive for the government exchequer. The voluntary effort which was the basis for launching of TLCs could not be sustained in the long run and hence there was a need to channelise and institutionalise these efforts through appropriate mechanism in the post literacy stage.


Rajinder Chaudhary\textsuperscript{42} (2000) who had co-ordinated the Total Literacy Campaign in Rotak district, Haryana for five years narrated in his work entitled as "An Insider's Review of the Total Literacy Campaign" his experiences and impressions gathered in the course of the exercise that was highly illuminating and thought provoking. The author having field and gross root experience in conducting TLCs said that without political support, the Rohtak TLC failed to achieve its target. Government, political as well as bureaucratic support was an essential input in the TLC model. In fact, even the Kerala Shastra Sahitya Parishad a strong voluntary organisation, could not do it on its own, and even in Kerala, the post literacy project did not take off in spite of a hugely successful TLC, as a result of the change in the outlook of the government. In the opinion of the author, there are three factors responsible for the failure to continue the tempo of TLC viz., lack of real support from the government and political forces, limited response of the middle classes and the weak/new NGO. In this context, the author quoted the Kothari Commission observations that the eradication of illiteracy required total societal effort (with governments and the political leadership playing a key role). It added that a "lesser effort will fail to generate the necessary motivation and build-up effective momentum".

Vandana\textsuperscript{43} (2000) examined the pattern of funding the elementary education by the State Government in her works entitled "What is the Role of the Various State Governments in Financing Elementary Education". She observed that Karnataka and


\textsuperscript{43} Vandana Sipahirmlani Rao, "What is the Role of the Various State Governments in Financing Elementary Education?" Financing of Elementary Education in India in the 1990s, South Asia Education Sector, Technical Working Paper No.2, World Bank, New Delhi, 2000, pp. 20-32.
Rajasthan have increased their commitment to elementary education by allocating high proportion of Gross Domestic Product. Andhra Pradesh, Kerala, Madhya Pradesh and West Bengal decreased their spending on elementary education not only relative to Gross Domestic Product but also relative to their total revenue expenditure. However, the total central funds allocated to Andhra Pradesh under Centrally Sponsored Schemes were greater than the state’s own plan expenditure, which has been very low over the decade. She further stated that Andhra Pradesh’s nominal spending per student in elementary school was the lowest of all major states except West Bengal in both 1991-92 and all states except West Bengal and Madhya Pradesh at the end of this period, in 1997-98. A considerable proportion of enrolled children in Andhra Pradesh go to private unaided schools. The estimates vary from 2.7 per cent of enrolled children in Grades I-VIII (Sixth Educational Survey, NCERT) to 10.2 per cent of enrolled six to fourteen years old (NCAER Survey, 1994).

Venkateswarlu⁴⁴ (2000) in his article entitled “Schooling for the Girl Child – The Key to UPE” pointed out that one of the disparities that existed in education was gender discrimination. He identified that the seeds of inequality were sown by the rigid system of social stratification in which access to learning was determined by birth in certain castes and was restricted to the privileged section of men only. While giving interventions made by the Central and State Governments for the elimination of gender disparity in education, he had suggested for appointing 100 per cent female teachers at primary and upper primary levels, if necessary with lower qualifications.


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Shanti45 (2000) narrated in her works namely “European Commission-India Collaboration in Primary Education” about the European Commission’s (EC) participation in District Primary Education Project (DPEP) as its first engagement in large scale development programme in Asia. EC’s experience of supporting primary education through DPEP has been a very positive step towards enhancing the level of development co-operation between the European Union (EU) and India. The education sector, primary education in particular, has a very high intrinsic value for external support. It can be assumed that EC participation in this sector will grow.

Tiwari (2000)46 in his article entitled “Lok Jumbish – People’s Movement For Literacy” described the externally funded programme of the Central Government to achieve universalisation of primary education in Rajasthan, one of the most backward states with very low literacy rate. The author observed further that the Lok Jumbish Programme helped to improve enrolment, retention and learning achievements in the primary schools. Also, large number of women’s groups had been formed in 5,712 villages. These groups attempted to change value patterns among rural families, particularly towards girls’ education.

Suriakanthi (2000)47 in her article entitled “Literacy – Essential For SHGs” emphasised the importance of basic literacy skills for Self-Help Groups (SHGs). She

pointed out that lack of literacy hampers the successful functioning of SHGs as they have to maintain several records under micro-finance transactions and to communicate with several government officials. It is suggested that the SHGs regular meetings can be made use of for imparting literacy skills since the members are highly motivated. Micro credit coupled with literacy can truly make 21st century the century of women.

Venkateswarlu (2000)48 in his article entitled "Convergence for Synergy – Elementary Education" observed that there is a need for converging several schemes of Department of Education and the other Central Departments into a single comprehensive scheme to reduce the cost of operation and to improve flow of funds for achieving optimum utilisation of resources of elementary education.

Planning Commission49 (2001) in its "Approach paper to the Tenth Five Year Plan" stated that States should be encouraged to implement the 73rd and 74th Amendments of the Constitution, which facilitate the transfer of management of primary and upper primary schools to panchayats/local bodies. This is necessary to curb the teachers' absenteeism in rural areas. When panchayats and other local bodies are not effective, it may prove more productive to set up parents groups with representatives of the local bodies and teachers to monitor the delivery of basic education to the rural areas.

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United Nations General Assembly\(^{50}\) (2001) adopted a Resolution that “Literacy is crucial to the acquisition, by every child, youth and adult, of essential life skills that enable them to address the challenges they can face in life, and (literacy) represents an essential step in basic education, which is an indispensable means for effective participation in the societies and economies of the twenty first century.”

Madan Singh and others\(^{51}\) (2001) in their works namely “Research on Researches” presented sixty five studies, 13 studies belonged to research including one study related to Innovative Project on Continuing Education, and the rest were programme evaluation related studies. It contained the methodologies, findings and the recommendations made by the researchers. In the final analysis it was recommended that Government should encourage only competent agencies for conducting action researches and innovative studies. The NLM should make use of the findings and recommendations made by the researchers in proper planning and effective execution of literacy and adult education programmes.

Govind Ballabh Pant Social Science Institute\(^{52}\) (2001) in its report “An Evaluation of Jan Shikshan Sansthan – Mysore” observed that educational level of beneficiaries of Jan Shikshan Sansthan was not responsible for their vertical upward socio-economic mobility, but it was largely on account of high level of skill


development. The study has clearly shown that of the total of 111 beneficiaries, there were 56 cases or over 50 per cent of the total who could be termed as successful ones, however, the remaining 55 beneficiaries who could not get rehabilitated were bracketed as the unsuccessful ones. The failure was largely due to external factors like not able to get loan facility, license etc., rather than deficient skills of individual beneficiary.

Management Development Institute\textsuperscript{53} (2001) in its report on "Evaluation Study on Avinashlingam Jan Shikshan Sansthan – Coimbatore" observed that the institute has conducted 105 programmes during the evaluation period i.e., April 2000 – March 2001. Out of which, 70 were of skill training courses. A total 1,994 beneficiaries underwent skill training programmes. More than 75 per cent of trained candidates got employment. While wage employment is pursued by majority of men and women trainees, but a visibly share of men and women are also in the self-employment category, either doing the job on their own or on contract/partnership basis. The quality of courses was rated excellent. The report further highlights the activities of the Institute saying that it is helping the poor, down trodden, illiterate, neo-literate, slum dwellers, SC/ST, physically handicapped, deaf and dumb, widows, destitute women and others. It has exceeded the programmes and activities more than what was planning in the Action Plan approved by the Government of India during the last two years.

\textsuperscript{53} Management Development Institute, Gurgaon (Haryana), "Evaluation Study on Avinashlingam Jan Shikshan Sansthan – Coimbatore (Tamil Nadu)". Sponsored by Directorate of Adult Education, Ministry of Human Resource Development, Government of India, New Delhi, September 2001, pp. 80-95.

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Education and Development Research Centre\textsuperscript{54} (2001) in its report on "Evaluation of Jan Shikshan Sansthan – Bharuch" examined the performance of Jan Shikshan Sansthan during the 1998-2001 with respect to relevance of programme, participants attendance, adequacy and proper utilisation of funds, adequacy of infrastructure, etc. The report pointed out that one of the important staff welfare measures, the gratuity fund scheme has not been implemented. There were some irregularities in appointment of staff members. Poor equipment and inadequate training in practical in certain courses was adversely affected the training. Adequate facilities for library, written course materials in theory and practical were not provided to the learners of various courses, despite the Institute maintaining adequate resource base.

Planning Commission\textsuperscript{55} (2001) in its working group report on "Elementary and Adult Education for Tenth Five Year Plan" observed that when seen in the context of overall budget expenditure of this country and the national commitment to spend 6 per cent of GDP on education, this does not appear to be a daunting task at all. If the current spending (2001-02) on education is about 4.5 per cent of the GDP, this would mean that by 2006-07 a 6 per cent allocation would be sufficient to maintain other sectors of education at current level and also to provide for universal elementary education. With regard to adult education, the working group observed that greater effort is required to reach the un-reached and ensure that those already made literates do not relapse into


illiteracy, costs would have to be worked out based on total per learner/enrolled person costs per annum inclusive of Total Literacy Campaigns, Post Literacy and Continuing Education Programmes.

**Tilak**⁵⁶ (2002) in his works entitled “Changing Pattern of University Finances in India” has presented the financial profile of select Central and State Universities in India. The study revealed that there were very wide variations between the several universities both in terms of relative importance of various sources of finances and the pattern of expenditure. Many universities were found to be in deficit. There was a marginal decline in the relative contribution of the government in the form of grants to universities during the 1990s. With regard to fees, the study revealed that in several State Universities the hike in fee income is more pronounced than in central universities. Fee income forms more than 20 per cent share in recurring income. He warned that increasing reliance on student fees may produce regressive effects on the system. Discussing about equity, he suggested that universities should seriously attempt to improve the pattern of allocation of resources within the universities between various activities and items of expenditure. Core academic activities should obviously receive top priority.

**Gosh**⁵⁷ (2002) in the report entitled as “Report of Expert Group on Evaluation of Literacy Campaigns In India” had observed that the NLM’s TLC approach has been among the best things promoted by the government since independence in spite of all its

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deficiencies. The approach was better than the old Centre-based adult literacy programme in creating neo-literates with reasonable competence in the 3 Rs. The Group further stated that TLC was a 'movement' having incalculable effects because they release enormous social energy that has transformative implications. One of the more important achievements of the TLC was positive effect on the issue of gender bias through greater articulation and organisation by women to meet their various 'life problems'. Another important effect of the TLC on learners has been the generation of greater demand for primary school education and a new determination to enrol girls into the formal primary education system. TLCs also generated more and vociferous demand for other services to meet the basic needs in regard to employment, housing, health, etc. It was helped to sensitise the bureaucracy to the concerns of ordinary village folk, especially of those who are in various ways the most deprived. He further observed that there are two minimum conditions to be fulfilled for the success of TLC. One is a strong political commitment to the concept of literacy and continuing education for all sections of the population and for both sexes, male and female. The second is that the implementation of the 73rd and 74th Constitutional Amendments to aid such mobilisation.

Biswa58 (2003) highlighted in his research paper named "Education and Globalisation: A Critical Appraisal" the role of education in the overall development. He said that the net change in economic growth and development was the result of the modern education, assisted by change in values and attitudes. He was of the opinion that the real wealth of a nation was its people and the purpose of development was to create

an enabling environment for people to enjoy long, healthy and creative lives and this was possible to attain this with the help of quality education of the people.

Mullick and Sudakshina\(^59\) (2003) made an observation in their research paper “Emerging Challenges to Democratic Education Formal: Diseased Body, Open Minds” that Education had always been an area of manipulation by the powerful strata in the society. In their opinion, true education would be one that would mingle with the life and labour of the people and education should not be sold in the market to the worthiest client; instead all would have an equal stake in it.

Subhakar\(^60\) (2003) in his research paper “Persisting Gender Differentials in Literacy Rates and Drop Outs Phenomenon” had examined latest data pertaining to female literacy and dropouts and various on-going educational schemes such as ‘Sarva Shiksha Abhiyan’; Mahila Samakhya, Shiksha Karmi Project, Lok Jumbish Programme and concluded that there were wide differentials in the literacy rates and drop out rates between boys and girls and there was least impact of on-going government programmes.

Peter et al.,\(^61\) (2003) made a categorical observation in their research paper “Educational Problems of Tribal Children” that there was a need for parent education


and extensive awareness programme in general population that appropriates programmes for the tribal community. The authors further suggested that while thinking about improving the level of education among the rural and tribal areas, one has to critically consider three basic aspects about education. They are availability, accessibility and affordability of basic education among rural and tribal people.

**Centre for Media Studies**\(^6\) (2003) in its report on "Evaluation of Jan Shikshan Sansthan – Gonda" studied the impact of training programmes organised by the Sansthan during the period 2000-2003. The Sansthan imparted literacy to a large number of youths along with the skill development training programmes. Provided necessary guidance and assistance for the trained youth in securing loans and acquiring tools / equipment to start their own enterprises. The overall performance of the Sansthan was rated as good.

**Bhola**\(^6\) (2003) in his article "Literacy Theory, Policy and Practice: Inheritance from a Half Century" made an attempt to comprehend the various concepts of literacy and adult education being followed for more than 50 years in India. He maintained that adult literacy was indeed adult education because the knowledge that adult literacy workers discuss within the groups of adult learners, and weave into their literacy primers and follow-up books, is meant to educate adults. Thus, adult literacy becomes adult education which, in turn, becomes individual growth and community development.

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Oduaran\textsuperscript{64} (2003) in his article "Order Out of Chaos: Repositioning Africa For Globalisation Through Lifelong Learning" made an attempt to propose some strategies for lifelong learning to consider in accelerating the rate at which Africa should and could reposition itself for effective competition in globalisation. He opined that poverty and illiteracy are perhaps the biggest threat to Africa’s effective participation in globalisation. One last way to reposition Africa for globalisation through lifelong learning is to conceptualise and design a lifelong learning discourse model.

Venkateswarlu\textsuperscript{65} (2003) in his article "Role of Canadian Universities in Adult Education" maintained that the concepts of "Adult Education", "Continuing Education" and "Distance Education" had been used synonymously by universities when new programmes are introduced to promote adult literacy and skills. Three methods were used in Canada to disseminate adult education: 1) Traditional correspondence of text-based learning by mail; 2) Mail correspondence supplemented by the telephone contact; and 3) Use of communication technologies to construct a suitable and co-operative learning. Text, audio, video and the combination of these three have been used to suit an appropriate context for an effective learning.


Mukherjee\textsuperscript{66} (2003) in his article "The UNESCO - Taming World Non-Literacy" narrated the contribution of UNESCO for initiating several government sponsored programmes aimed at eradication of illiteracy in India for the last 50 years. He said that UNESCO had given overwhelming emphasis on educational aspects among its three dimensional mandate of education, science and culture. It was observed that Indian Region had achieved substantial increase in primary school enrolment, big expansion in early childhood care and education, higher priority given to quality of education, increasing functional adult literacy, improvement in educational information management system and markedly increasing national budgets for basic education, etc.

Shah\textsuperscript{67} (2003) in his article entitled "Lessons From Adult Education Programmes in the East and South-East Asian Countries: A Case Study of Thailand" explained the various concepts of adult education being used in Asian countries. He further observed Thailand's experience confirm that universal primary education, promotion of basic literacy and provision of continuing education should be received and planned as an integral part of the total effort to provide education for all. While the budget allocation to primary education has been above 50 per cent of total education budget since 1960s, the budget allocation for non-formal education has increased from 0.3 per cent to 1.66 per cent during 1961-1998. Thailand also took certain strong administrative measures which gave a boost to literacy promotion. It was specified that only literate persons should be


employed in Government and all illiterate adults in the family of civil servants should be made literate within a stipulated time. Besides, instructions were given to Monks not to ordain (appoint) illiterates into Buddhism.

Promila\(^{68}\) (2003) in her doctoral dissertation namely "Total Literacy Campaign and Social Change" observed that Total Literacy Campaigns triggered a number of social outcomes such as increase in enrolment and decline in drop outs among primary school children, women's empowerment, adoption of small family norms and large scale immunisation of children. The study indicates clearly a link between adult literacy and various socio-economic indicators and therefore suggested for greater attention on adult education.

Rie\(^{69}\) (2003) in her doctoral dissertation entitled "Process Analysis of a Total Literacy Campaign in India - A Case Study of Udaipur District of Rajasthan" that the campaign approach approved at the national level is de facto implemented at the grass root level with local specific variances beyond the model. It is said that TLC should not be organised at the level of a district, since district is often a very large unit both in terms of territory and in terms of the size of the target learner population. Gram Panchayat with a population of 2000 to 10,000 could be an ideal unit for mass literacy campaigns.


Nwabueze\textsuperscript{70} (2003) in the article "Macro-Economic Policy Issues of Adult Education in Nigeria" stated that investment instability induced by macro-economic disequilibrium created by inefficient policy formulation in financial allocation to the adult education sector decreases the quality of labour force within the economy. The central issue highlighted in the study was that if government policy allocates all the financial resources to the formal sector, then the disadvantaged group without opportunity to upgrade themselves through adult learning will continue to contribute to the distortions in economic growth.

Rajasthan Adult Education Association\textsuperscript{71} (2003) in its report on "Evaluation of Jan Shikshan Sansthan – New Delhi" pointed out that despite good efforts by Jana Shikshan Sansthan (JSS), viable linkages with Delhi Shaksharata Samiti and other literacy/Continuing Education projects were yet to be maintained for covering good number of neo-literates. One of the significant achievements of JSS was getting enrolled 700 tribal women from Jharkhand in eight vocational courses.

Tilak\textsuperscript{72} (2003) examined the emerging trends in his works entitled "Public Expenditure on Education in India: A Review of Trends and Emerging Issues." He observed that essentially constrained by resources, many educational plans and reforms either failed or did not take off in several developing countries including in India. The


pattern of allocation of resources to education and allocation of resources within education remains far from satisfactory judged in terms of adequacy, efficiency and equity. Towards improvement, he felt that there is a need for a perspective plan or long term plan for education in the country. He maintained that all levels of education suffer from inadequacy of funds and there is a need to provide more resources. He warned that putting one sector of education against another in the allocation of resources would be a counter productive.

Furqan\textsuperscript{73} (2003) in his works entitled "An Empirical Analysis of Grants-in Aid Rules, Financing Pattern and Cost Structure in Secondary Schools in Delhi" examined the effect of financing policies and practices on the cost structure and cost composition and its implications on the working and performance of the secondary and senior secondary schools in Delhi. The study includes analysis of the cost of education in different types of school management. The study revealed that private unaided schools stood ahead of other government and government aided schools and performed well in making higher financial provision for recurring and non-recurring expenditure on all items. The government and government aided schools suffered from under investment.

Rajani\textsuperscript{74} (2004) in her book entitled "Status of Women and Economic Development: Some Econometric Evidences" employed an original analysis using the data from Indian Census, 1971 to 2001 to study the relation between women participation

and economic development across the Indian States. The study was an attempt to examine economic aspects of the status of women in India employing econometric modelling. One of the major findings of the study was low level of literacy among women was itself a major contributory factor for perpetuating backwardness that restricts their participation in labour market activities. It was suggested by the author that any programme intended to alleviate poverty should include female literacy as a via media, because both these aspects have cultural roots common.

National Commission to Review the Working of the Constitution\textsuperscript{75} (2004) in its consultation paper "Literacy in the Context of Constitution of India" observed that the increase of 13.75 per cent in literacy rate in the last one decade (1991-2001) marks a recognition of the combined efforts in the field of elementary education and adult education through the total literacy campaigns. While tracing out the link between literacy and economic development, the panel said that no country has ever achieved an industrial growth with a literacy rate below fifty per cent. To achieve the national development portrayed in the plans, it is necessary to reach the minimum adult education threshold. It was further highlighted that to enter the twenty-first century without the burden of the unfulfilled goals originally proposed by the Constitution makers of India, substantial resources should be allocated to elementary and adult education programmes.

Venkatasubramanian76 (2004) in the Zakir Hussain Memorial Lecture-2004 entitled as “Adult Education is the Answer” affirmed that Adult Education seems to be the only answer to eradicate maladies of poverty, ignorance and environmental neglect. The one panacea for all social diseases will be to make India a Learning Society.

Sailabala Debi77 (2004) in her article “Financing of Secondary Education in Orissa” narrated the process of funding the secondary education by the Government and the mechanism of releasing grants to schools. In this context, she made an observation that many of the schools had complained that due to delay in releasing grants to schools, the school management not able to carry its activities. Pointing out the ad-hocism of the government, the author pointed that the proportion of plan grants has increased constantly while that of non-plan grants has declined over the year.

Duraisamy78 (2004) in his article entitled “Gender, Intra-family Allocation of Resources and Child Schooling” examined gender differences in child schooling in the context of intra-family resource allocation using a large representative sample of household level data from rural and urban areas of Tamil Nadu. One of the major findings of the study was that an increase in economic well being, measured by consumption expenditure per adult, as the effect of bridging the gap between enrolment

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76Venkatasubramanian, K., “Adult Education is the Answer”, Zakir Hussain Memorial Lecture-2004, Indian Adult Education Association, New Delhi, pp. 3-10.
of boys and girls in urban areas. Secondly, parents' education was exerted bigger effect on the probability of school enrolment of girls.

Nagaraja (2004) in his article namely "Towards Literacy Poverty: An Analysis of Non-Enrolment of Children in Schools and the Need for their Management" examined the magnitude of literacy poverty in India. He observed that literacy poverty was the main hindrance to the expansion of human capabilities. He suggested that more committed and sustained efforts were necessary for eradicating the incidence of literacy poverty so that all children eligible would get into schools.

State Resource Centre for Adult Education, Indore (2004) in its report on "External Evaluation of Jan Shikshan Sansthan – Aurangabad" observed that the Sansthan has provided equal opportunity to all age group ranging from 20-35 years and also given priority for below poverty candidates. The training programmes conducted by the Sansthan were relevant to the local needs of industry and business and most of the trained candidates were either joined wage employment or started self-employment enterprises.

and Gadchiroli Districts, Maharashtra" pointed out that rural adolescents lack self-esteem and confidence along with other problems of communication, critical thinking and creative thinking skills. He was of the opinion that life skill development programme was essential for them. A strong need for vocation training was felt to make them self-independent.

Bikas\(^{82}\) (2004) in his article "Lifelong Learning in 21\(^{st}\) Century" observed that for any society to achieve sustainable development a balance has to be achieved between material well-being and cultural and spiritual development. In that sense, lifelong learning has to combine programmes suitable for the ever changing world of work with ever changing world of life, programmes which could help citizens pursue a satisfying life of good quality.

Eustella\(^{83}\) (2004) examined the major trends and lessons drawn from the evaluation study on pilot project entitled as "Sustainable Development in Tanzania" with regard to Community Level Basic Education that has been implemented by the Action-Aid Tanzania during 1998-2002. Strong political commitment in the provision of resources as well as continuous technical support by and for the facilitators is a necessary pre-requisite for sustainable development. Action Aid Tanzania demonstrated that there were considerable efforts by NGOs in addressing development issues such as education and health. Thus, there is an urgent need for government to recognise the role played by NGOs and co-ordinate them.

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Premji\textsuperscript{84} (2004) in his lecture entitled as "Making the Horse Thirsty: An Ideal Education System" delivered at the opening session of the World Education Fellowship, 42\textsuperscript{nd} International Conference on Lifelong Learning made several observations about education and education system. The biggest challenge is developing our people capability because the difference between success and failure will be talent, educated talent. Effective education is not only about making education accessible but relevant and it should develop relationship between the child and the world around. Ultimately, education is a process of individual, social and national transformation. The question is not about taking the horse to the water or making it drink. The ideal education system is about making the horse thirsty and finding out where the water is? The horse will then learn to drink by himself.

Draper\textsuperscript{85} (2004) in his article "Reflections on India" recollected his experiences and thoughts on adult education. He observed that adult education as a field of study and practice has influenced the way of bringing about change in the delivery of adult educational programmes with varying content. The continuing role of adult education is absolutely essential to India in order to achieve its humanitarian, economic, social, political and international goals.

Mamata\textsuperscript{86} (2004) has described, in the newsletter "World Lit" how literacy movements were started in Canada and contributions made by the ‘World Literacy of Canada’ for the development of women’s literacy, starting income generation projects, community health education and development of small local libraries. She said that for 50 years World Literacy of Canada, with relatively small sums of money raised in Canada, has transformed the lives of people who are among the poorest in the world. Illiterate people everywhere are the poor, the marginal and excluded. She observed that the deepest shame is not their inability to read and write, but that they have no hope for their future. World Literacy of Canada had made them hopeful about their future.

Madhu\textsuperscript{87} (2004) in his book "Enhancing Adult Basic Learning: Unlocking the Potential of Distance and Open Learning" gave different approaches followed in Asia, Africa and Latin America to training of adult educators through distance and open learning system. The approach has been marked by a number of interesting and innovative experiments such as farm forums and radio rural, project radio, education for adult literacy, digital literacy, radio school, etc. It was suggested that adult basic learning should be perceived as a matter of national concern and not the responsibility of just one ministry or department or agency. The national policy must take into account the needs, preferences, interest and priorities of the target group of adult education. Considering the comparative advantages of Distance and Open learning approach (flexibility, cost-
effectiveness, personal appeal) it should be implemented along with other approaches to
start with but its ambit is progressively enlarged.

Aruna88 (2004) observed in the article namely “Counselling Services: An Agenda
for Promoting Health in Higher Education” that recognition of the potential of the youth
a valuable human resource in nation building has led to the recent formulation of the
National Youth Policy 2003 by the Ministry of Youth Affairs, Government of India. The
thrust areas include empowering the group with requisite knowledge, skills and
capabilities. The potential for networking and liaison among the various services and
programs concerning the counselling needs of the student by different departments and
units of the university has not been realised to its best. There is a need for co-ordination
of services to increase the coverage, avoid duplication and provide quality services.

Usha89 (2004) in her empirical study on “Impact of Education on Attitude
Towards Family Planning” examined the impact of education on attitude towards family
planning with respect to three levels of educational groups viz., less educated, moderately
educated and highly educated. The study revealed that education has a substantial impact
on moulding the attitude towards family planning. The study supports the idea that more
and more women should be educated specially in rural areas so that they could be aware
of the problems of large family and adopt family planning.

88 Aruna Bhardwaj, “Counselling Services: An Agenda for promoting Health in Higher Education”, Indian
Journal of Population Education, Indian Adult Education Association, New Delhi, No. 27, December
Neerja\(^9\) (2004) in her empirical study titled as \textit{“AIDS Awareness through Media and Education”} examined AIDS awareness level among 300 students and workers of Barkatullah University, Bhopal and different affiliated colleges to the University. The study reveals that out of 300 students, 94 per cent students had information regarding AIDS and only 6 per cent students did not know and 72 per cent students had knowledge about the cause of disease and 11.6 per cent students also had to themselves checked for HIV. It shows that the education and media play effective role in bringing awareness about AIDS. Most of the students heard about HIV/AIDS about 5 years back. 31.66 per cent students heard it through Television, 2.6 per cent by Radio, 18.66 per cent got information through newspapers and magazines and 33.33 per cent students heard from their friends and 5.66 per cent from doctors.

Vijaya\(^9\) (2005) carried out an empirical study to find out the effective of educational efforts of Non-Governmental Organisations in development of health awareness and positive attitudes towards family planning among women. The sample includes 100 women belonging to 15 to 35 age group and residing in rural and sub-urban areas of Kumaun, Uttaranchal. Finding of the study suggest that efforts put in by different NGOs in the area of women development tend to facilitate suitable attitude and behaviour patterns.


Hitaishi\textsuperscript{92} (2005) works is an analytical study entitled as "Education: An Important indicator for better prevention and management of RTIs, STDs HIV/AIDS: An Analysis Study of Uttar Pradesh" among rural women. The sample includes 295 women in the age group of 15-45 years belonging to 8 villages from two development blocks of Lucknow district of Uttar Pradesh. The study reveals that literacy has a visible role in the knowledge level of the respondents regarding reproductive health which includes prevention and management of RTIs, STDs and HIV/AIDS.

Bhola\textsuperscript{93}(2005) observed in his work entitled "Adult Education and Adult Learning between Poverty Reduction and Wealth Production" that adult education and adult learning cannot be disjoined one from the other and they are parts of the same one calculus of means and ends; and it is through good adult education that truly self-directed adult learning can be enabled and realised. The Indian Adult educators must recommit themselves to adult education and lifelong education and press on the state to allocate enough resources to revive the objectives and operations of the National Literacy Mission and design and launch new programmes and projects of adult education for poverty alleviation and sustainable development. And as part of all adult education, adult educators in India should promote independent learning and continuing, self-directed adult learning so that lifelong education slowly, steadily and surely morphs into lifelong learning in a knowledge based society.

\textsuperscript{92} Hitaishi Sing, "Education: An important indicator for better prevention and management of RTIs, STDs, HIV/AIDS among rural women: An Analytical study of Uttar Pradesh, India", \textit{Indian Journal of Population Education}, Indian Adult Education Association, New Delhi, No. 31, December 2005, pp. 27-40. \\
Zhao Yuchi94 (2005) in his article "Women’s Literacy in China" narrated the initiatives and programmes taken up by the government of China for the educational development with special reference to women’s literacy. The illiteracy rate among women has decreased from 90 per cent in 1949 to 13.47 per cent in the year 2000, especially illiteracy rate among women population aged from 15 to 50 years old has declined to less than 4.9 per cent. Some concrete measures adopted in the literacy drive for women include ‘spare time classes’ and ‘night schools’ with flexible timings. Winter Schools, off-season schools and mobile schools were other innovations that facilitated the spread of literacy among women. Children attending formal schools were encouraged to teach their mothers and grandmothers at home. Illiteracy rate is higher in poverty stricken areas of Western China than that of other places. Evidently, poverty is a cause but also an affliction of illiteracy. There is a vicious circle between poverty and illiteracy. Besides, the government action, women literacy in China has won the support of many organisations such as the All-China Democratic Women’s Federation, the peasants association, trade unions, Communist Youth League, etc. They provide not only funds but also personnel for literacy education.

Misra95 (2005) in the memorial lecture entitled "Adult Education for Sustainable Development in 21st Century" examined various aspects of adult education and suggested an holistic approach for sustainable development. He said that in the ultimate analysis,

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adult education is in relation to people and their development – physical, social, economic, cultural. People all over the world are not and can never be one and the same. There is the geographical and topographical division, demographic division and economic division, educational and cultural division and now the digital division in the wake of revolution in information technology. Thus adult education will have different meaning for the people in terms of content, strategy and methodology. The adult education programmes should be local need based and it should make the people enlightened, agile, alert and critically conscious of what surrounds them or what exists outside the realm of their lives.

Prafulla⁹⁶ (2005) in his article entitled “The NGO Factor” observed that Non-government organisations are up in arms, against the government’s moves to enact legislation that will ensure their accountability and transparency in their funding and a measure of involvement for elected representatives in their working. He further observed that a registered NGO also considered a dowry in Orissa according to a study carried out by the All India Democratic Women’s Association. NGOs have become a lucrative business getting funds easily if the right hands were greased.

Akintayo⁹⁷ (2005) in his works “Achieving EFA: A Ten-Year Action Plan and its Implications for the Government and Other Stakeholders in Nigeria” examined the efforts made by the various nations of the world to eradicate illiteracy and to make

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education available, accessible and cost-effective to all the children, youth, adults, the marginalised, the un-served and un-reached vis-a-vis efforts made in Nigeria for achieving education for all. It was observed that most African countries succeeded in increasing enrolments at the basic education level, especially for girls in spite of the fact that only a few of the African nations have instituted policies on the early childhood education. With regard to Nigeria, it was observed that it has faired well in the area of increasing girls' enrolment and sensitising the populace about the HIV/AIDS scourge as part of efforts to deliver basic education and life skills to the citizens of Nigeria. It was suggested that international development partners should always consider national initiative in their plan of action and support appropriately.

Mandla$^{98}$ (2005) in his empirical study on “Informal Economy Workers, Problem of HIV/AIDS and the Importance of Basic Education” carried out in South Africa has examined working conditions of workers, communication and awareness raising programmes, HIV/AIDS counselling and testing methods. The report of the survey stressed the importance of integrating HIV/AIDS programmes with any existing programmes of basic education, skill development and customer care programmes.

Das$^{99}$ (2006) in his article namely “Factors Governing Utilisation of Maternal Health Care in Uttar Pradesh and Karnataka: A Comparative Study” identified certain factors like education, religion, caste, residence background, age, age at marriage, have

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significant importance on the reproductive health care of women in general and on antenatal care (ANC) and safe delivery in particular. Besides women's education, husbands' education also played a key role in the reproductive health care of women.

Joshi\textsuperscript{100} (2006) in his field study on "Role of Community and Sustainable Education in Strengthening Young Women's Reproductive Health in Andhra Pradesh" established correlation between community education, sustainable education and reproductive health problem. It was further confirmed that community education, entertainment education and education for strengthening reproductive health through self help groups has emerged out significantly affecting the reproductive health of women in Andhra Pradesh. Community Education is more prominently affecting the knowledge of HIV/AIDS than Entertainment education.

Adinarayana\textsuperscript{101} (2006) in his research study on "Population Curricular Contents for Adult Literacy Primers" observed that the Mandal Resource Persons are the middle-level trainers who are responsible to train the Preraks/volunteers of the adult education programme and more than 58 per cent of such resource persons did not possess adequate knowledge about the population curricular contents of adult literacy premiers. The study suggested that the programme administrators should consider the population areas as contents while designing the literacy primers.

Shah (2006) in the discussion paper on "Asian South Pacific Civil Society Perspectives on Progress in Implementing CONFINTEA V" (known as the Hamburg Declaration, 1997) pointed that adult education and learning did not receive the attention it deserves in major education reforms and in recent international drives to eliminate poverty, achieve gender justice, provide education for all and foster sustainable development. The decline in public funding for adult education even as regards the minimal adult literacy goal set in the Dakar Framework for Action was found clearly unacceptable. The paper further pointed out that the stark realities facing adult education are forthrightly underlined such as the unconscionable low status and priority, it’s poorly funded and narrowly defined status and its poor quality. As an antidote to these disturbing trends, an alternative paradigm of learning in the Asia Pacific is advocated.

Tilak (2006) in his article "Allocating Six Per cent of GDP To Education" had observed that under-investment in education is regarded as one of the most important reasons for failure in realising educational goals and targets such as those relating to universal adult literacy and universal elementary education. The observations made in this article are based on the conclusions drawn in the Report of the Committee on National Common Minimum Programme’s Commitment of six per cent of GDP to Education, under the chairmanship of Prof. Tapas Majumdar sponsored by the Government of India, Ministry of Human Resource Development. It was made a

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categorical observation that even nearly six decades after independence, unacceptably large number of people are illiterate; large number of children are yet to see a school; and socio-economic, gender and regional inequalities are significant.

Venkateswalru (2005) in his works entitled “Future Strategy for Eradication of Illiteracy and Poverty” observed that the poverty is a constant companion of illiteracy because illiterates keep survival needs at a much higher priority than educational needs. He further argues that without literacy, poverty has a multiplier effect and it increase geometrically. Poverty survives endlessly so long as illiteracy remains. The Government is yet to get convinced that adult illiteracy is the potential source of many social evils than poverty which is very relative in nature. He strongly put forth his point of view that the literacy and basic education will help the poor to break the vicious circle and improve their economic status and general well being.

Abdul Kalam (2006) in his article entitled as “Education” had observed that to achieve 100 per cent literacy, it is necessary to increase expenditure on education to 6 to 7 per cent of the GDP. He further pointed out even though successive governments over the last 50 years committed to achieving the national goal of universal education and have steadily increased the budgetary allocation for education, still 35 per cent of our adult population is yet to achieve literacy. The real public expenditure on education as a percentage of our gross domestic product has a direct impact on our literacy.

Being pessimistic, the author observed that public expenditure alone from governments at the Centre and in the States might not be able to meet the challenge of mobilising an additional 2 to 3 per cent of GDP for the mission of education. There is a need to general additional resources for this noble mission. Expenditure on education, whether at the Centre or in the States, can no longer be provided only by the respective ministries or departments for human resource development, indeed, every department of government must play a significant role as a partner of the human resource development organisation and contribute resources in terms of budget and infrastructure for implementing the mission of providing quality education to the whole nation.

Conclusion

Review of literature reveals that the Total Literacy Campaigns and Post Literacy Campaigns had brought social change and also brought movement required to achieve total adult literacy. However, many authors endorsed the view that inadequate funding is one of the reasons for failure of achieving the total adult literacy in the country.

2.3 NEED FOR THE PRESENT STUDY

Finance is the critical input for the success of any programme for which adult education is no exception. Review of Literature confirms that there is no single study focusing directly on financial aspects of adult education, notwithstanding the fact that inadequate allocation of resources has been acknowledged in the several studies without probing into the funding mechanism of adult education. Central and State Governments budget and plan documents, though provide basic information on allocation and expenditure of adult education programmes, do not answer several questions. What is the
mechanism and machinery of financial planning? What are the basic procedures followed in the allocations and disbursement of funds to Centre, States, NGOs, universities and other educational institutions? What has been the pattern of allocation of funds during different Five Year Plans? What is the plan-wise and programme-wise utilisation of funds? What are the factors that facilitate and/or hinder the utilisation of funds? What should be done to expedite the disbursement of funds and enhance the effectiveness of utilisation of funds? Whether any economic principles are adopted in the allocation of resources? These questions need to be answered as the success of adult education assumes considerable importance in the context of India’s commitment to meet the goal of Education For All (EFA) and Millennium Goals.

Secondly, there is a strong cynicism about the poor performance of adult education programme despite the concerted efforts being made by the State and Central Government during the last five decades. This may be because of many factors responsible for the poor performance of adult education programme viz., provision of inadequate resources, lack of commitment on the part of the implementing machinery, timely review of implementation and making necessary changes in the programmes depending on the ground realities, etc. However, the success of a programme not only depends upon the provision of financial resources and delivery system, but also depends on the conditions prevailing in the society and ever changing requirements of the recipients viz. poverty of non-literates, disintegrated approach, lack of basic amenities like drinking water, non-existence of adult education centres and primary schools within the habitations, etc. In other words, there is a need to study the problems of beneficiaries of adult education programmes.
2.4 CONCLUSION

Thus, there is a need to look at two major aspects, not attempted so far seriously of the Adult Education. One is to study the funding pattern of adult education programmes by the Government and the second one is to identify socio-economic hurdles that are on the way of non-literates for continuing their life long education and to improve their social and economic status.