Chapter IX

SUMMARY, CONCLUSIONS AND SUGGESTIONS

9.1 SUMMARY

9.2 CONCLUSIONS

9.3 SUGGESTIONS
INTRODUCTION

It is aimed to study the pattern of public funding adult education in India and also socio-economic background of beneficiaries of Andhra Pradesh under adult education programme and to measure the benefit of adult education programmes particularly from the point of acquiring literacy and general skills and general consciousness among adult learners hailing from different socio-economic background.

9.1 SUMMARY

Administrative Structure of Adult Education

Apart from the National Literacy Mission Authority at the Centre, eighteen States have set up State Literacy Mission Authorities for planning, financing and monitoring adult education programmes in their respective States. Besides, the Directorate of Adult Education which is Secretariat of National Literacy Mission at the Centre, there are 25 State Resources Centres, 92 Jan Shikshan Sansthans and 93 University Departments of adult education which provide academic and technical support to adult education programmes in the country and are fully funded by the Government. Today adult education is recognised as a sub-sector of education and an important component of Education For All (EFA) programmes and functions under a separate Department of School Education and Literacy in the Ministry of Human Resource Development. In many States, separate wings are opened for adult education in the Departments of Education and Training. At Central level, National Literacy Mission is the highest authority for initiating, implementing and monitoring of adult education programmes. Similarly, at State level it is the State Literacy Mission (SLM), if established, is
responsible for taking follow up action as directed by the NLM. In the absence of SLM, it is the responsibility of the concerned education department of the State for taking follow up action at State level as directed by the NLM.

Planning Process

India having centrally planned economic system, Union Planning Commission plays a vital role in the allocation of resources to adult education programmes under Plan Head. Central Planning process involves formulation of Five Year Plans. The formulation of a Five Year Plan begins soon after the completion of the mid-term review of the ongoing Five Year Plan and the approval of the draft approach paper of the next Five Year Plan by the National Development Council (NDC). This is followed by the constitution of several sectoral Steering Committees and Working Groups by the Planning Commission. They are consisting of government officials, experts in the field, non-government organisations, academicians, etc. Each Steering Committee consists of minimum two or three Members of Working Groups. The main job of Steering Committee is to deliberate major issues of agenda items and identify strategies for further discussions by the Working Groups. Working Groups of different Ministries review the performance of the previous years in terms of programmes, allocations and utilisation of funds. Keeping in view the current education policy and the priorities of the government in power and the needs of the future, the Working Group fixes priorities and approves new programmes suggested by the National Literacy Mission and works out the budgetary requirements. The Working Group of Five Year Plan generally constitutes a sub-committee to work out the details of physical targets and financial requirements for

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the programmes during the next Plan period. Thus, the Government of India has devised an excellent mechanism for consultation with NGOs, academicians and official representatives for the formulation of Five Year Plans. The Working Group on adult education consists of official representatives of the National Literacy Mission, State Governments, Planning Commission, Non-Governmental Organisations and academic institutions. The Group meets 2-3 times and is expected to rigorously review, debate and discuss the details of on-going programmes, workout financial requirements and finalise the report within 6-12 months. After the finalisation of the Working Group Reports of different Ministries, Steering Committees of respective sectors further discuss and consolidate the recommendations of Working Groups. Then the Planning Commission brings out sectoral Steering Committee Reports which are expected to be main source for the formulation of Five Year Plan and allocation of resources. Once Working Group and Steering Committee Reports are made ready, then the next stage of exercise is allocation of resources to the sectors through ‘Plan Discussions’. This exercise takes place at two stages. One is allocation of resources to State Plans. The second one is allocation of resources to Central Sector. Under State Sector, Plan discussions are held between the Chief Ministers of States with the Deputy Chairman of the Planning Commission and discuss major issues including gap in the resources and the extent of resource support available from the Commission. After the fixation of the Plan size at political level, the subject division initiates the regular discussions at official level regarding intra-sectoral allocations within Education. The State Sector Proposals of education sector are discussed in a meeting chaired by the Advisor of the Education Division of the Planning Commission. The State team is generally led by the Education Secretary and comprises
of the Directors of different sub-sectors of Education. The elaborate exercise of constituting working groups, steering groups, conducting plan discussions with States and bringing out voluminous reports – all this takes more than 12 months. The Central Sector budget allocations are finalised in a meeting between the Secretary, Planning Commission and the Secretary of Education Department along with the Additional Secretary, Financial Advisor of the Education Department, Secretary of the University Grants Commission, Adviser (Education) and other officials of the Planning Commission. In this meeting scheme wise allocations are finalised. Once the exercise at Planning Commission level is over, then the allocations become part of regular budgets. In the case of Central Sector Programmes, they will be part of Central Budget and for State level programmes, the allocations become part of State Government’s budget. Budget document is the official and public document for all practical purposes and it is valid for one financial year.

**Allocation of Resources**

A review of financing of adult education during last fifty years brings out two clear-cut phases. In the first phase spreads over the period of 28 years i.e., from 1951 to 1979 (the First to Fifth Five Year Plans), the allocation of resources for adult education was nominal and ranged between Rs.5.00 - 18.00 crore. In the second phase, spreads over the period of 22 years i.e., from 1980 to 2002 (the Sixth to Tenth Five Year Plan), the outlay on adult education has increased many fold and ranged between Rs.128.00 crore to 1102.00 crore. The main turning point in the history of adult education particularly from the point of allocation of resources is Sixth Five Year Plan. From Fifth
Five Year Plan to Sixth Five Year, the increase in the outlay is 7 times. While the increase in outlays during the first phase was nearly 3.5 times, in the second phase the increase was more than 13 times. Prima facie, it gives an impression that the allocations made during Five Year Plans raised tremendously. In terms of percentage of funds allocated to adult education, it ranged between 1 per cent to 9 per cent in the Total Outlay on Education during different Five Year Plans. Inter-sector allocations of education made during Five Year Plan Periods reveals the thrust and priority areas of the Government. In the First Five Year Plan, high priority was given to elementary education making an allocation 55 per cent of total resource of education sector. After four Plans i.e., in the Fifth Five Year Plan, the focus was shifted to Higher Education by allotting one fourth of total resources of education. The variation in the allocation of resources to adult education is so much, neither it matches the pronouncements made in the National Education policies or the priorities given in the Five Year Plan Documents of Planning Commission. The inter-sectoral allocations of education appear not to have been adhered to the simple economic principle of equi-marginal returns. However, in the First Five Year Plan, this principle is adhered to a greater extent and given top priority in the allocation of resources to elementary education which gets higher returns to the nation as compared to other level of education. In the case of adult education, a good beginning was made by allocating 3 per cent of total resources of education, even though it does not acknowledges the principle of equi-marginal returns. Seventh Five Year plan is the golden period for adult education when 9 per cent of total resources of education earmarked for adult education. In terms of percentage, downfall in the allocation to adult education was started from Second Five Year Plan (1.81%) to Fourth Five Year Plan.
(0.97%). From Fifth Five Year Plan onwards, the allocations raised from 1.40 per cent to 8.60 per cent in the Seventh Five Year Plan and then started falling down from 7.33 per cent in the Eighth Five Year Plan to 2.06 per cent in the Ninth Five Year Plan. The reduction in the allocation from Eighth Plan to Ninth Plan was more than 5 percentage points indicating that the policy of adult education took a complete 'U' turn. The analysis of inter-sectoral allocations of education reveals that the adult education was grossly neglected while making allocations in spite of the fact that the returns of adult education to the nation is very high, as compared to the other levels of education except elementary education.

Utilisation of Resources

The Plan wise utilisation of funds for adult education vis-à-vis total education brings out considerable fluctuations. Compared to the 91 per cent utilisation of funds for total education, there was hundred per cent utilisation of funds for adult education during the First Plan. This trend, however, changed during the Second and Third Plans. While percentage of expenditure on total education was 105 during the Third Plan, it was only 33 per cent for adult education. Compared to the 71 per cent of expenditure on outlay of total education, the percentage of expenditure to outlay of adult education was 127 per cent during the Fifth Plan. This is a rare phenomenon where expenditure is higher than the outlay. This trend continued subsequently during the Sixth and Seventh Plans. There was substantial increase in expenditure on education and adult education during Sixth, Seventh and Eighth Plan which saw the launching of National Adult Education Programme and National Literacy Mission. While utilisation of funds on total education
doubled from Eighth to Ninth Plan, i.e., Rs.27,458.00 to 52,989.00 crore, it declined in
the case of adult education i.e., from Rs.1,142.00 to 890.50 crore. What is striking is the
sharp decline in expenditure on adult education from the Seventh Plan to Eighth Plan i.e.
from 111 to 75 per cent notwithstanding the increased allocation? An analysis of year
wise allocations and expenditure shows the gradual increase from 1985-86 to 1995-96
and decline thereafter till 2000-2001. The schemes wise allocations and expenditure for
the Eighth and Ninth Five Year Plans reveals considerable fluctuations. While special
projects for eradication of illiteracy utilised 90 per cent of the allocations during the
Eighth Plan, it could utilise only 75 per cent during the Ninth Plan. While the
expenditure on Directorate of adult education was 112 per cent, the National Institute of
Adult Education could spend only 23 per cent of the budget. The post literacy and
continuing education programmes also succeeded in utilising the sanctioned budget
during the Ninth Plan. Some of the earlier schemes viz., strengthening the administrative
structures, Mass Programme of Functional Literacy were discontinued during the Tenth
Plan.

**Trends in Expenditure**

An analysis of expenditure on adult education as percentage of total budgeted
expenditure of Central and State governments including Plan and Non-Plan, brings out
the dismal picture of adult education both at Centre and States. While the percentage of
Centre's expenditure on adult education to total budgeted expenditure varied from 0.04 to
0.05 during 1951-52 to 1999-2000; in the case of States it ranged from 0.79 to 0.06
percentage. In fact decline in the case of States has been very steep i.e. 0.7 to 0.06 during

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the last fifty years notwithstanding the increase in absolute expenditure. While the GNP almost doubled from Rs.4625067 crore to 8745368 crore from Eighth to Ninth Plan, the total expenditure on adult education, declined from Rs.1374.15 to 1258.71 crore during the period. The percentage of adult education expenditure to GNP declined from 0.03 to 0.01 compared to the increase in expenditure on total education to GNP from 3.60 to 3.94 per cent during the same period.

Findings of Household Data

With regard to causes for illiteracy, about 31 per cent of non-literates said that there was no encouragement from parents and about 30 per cent said that it was due to poverty and necessity to work as child labourer. About 16 per cent of respondents said that they could not go to schools because the teacher was harsh to the children and about 10 per cent due to household works. Reasons given by the non-literates who dropped from primary schools are more or less on the lines of reasons for illiteracy except that majority of respondents said that they dropped out from school because of poverty and compulsory to get employed as child labourers. As regards to assessing awareness level of non-literate households about adult education programmes, the data reveals that 65 to 70 per cent of non-literate households have heard about adult education programme and also thought of going to adult education centres for some time and finally attended the adult education centres. About the skills acquired by the non-literate households, it has been observed that more than 53 per cent of non-literate households have attended the adult education centre for more than two months period and acquired literacy skills comparable with second class standard of regular primary school. The opinion of non-
literate households about the adult education programmes confirms that more than 75 per cent of non-literate households have repented for not going to school and have made sincere attempt to attend the adult education centres, but they could not continue to go to adult education centres regularly because of struggle for existence and occupied with economic activity. With regard to awareness level among non-literate households about other government programmes, the data reveals that 85 per cent said that they did not know the difference between two approaches of adult education i.e., campaign approach and center based approach. Interestingly, all the non-literate households are members of either self-help group or the credit society or the panchayati or the political party or the other. Only 17 per cent of non-literate households underwent training programme that too food processing training. About 48 per cent of non-literate households are the beneficiaries of poverty alleviation and social welfare programmes of the government viz. Swarna Jayanti Gram Swarozgar yojana, Sampoorna Gramin Rozgar Yojana and Rural Housing Indira Awas Yojana.

TESTING OF HYPOTHESIS

Hypothesis-1: There are no clear guidelines for allocation of funds to adult education programmes.

and

Hypothesis-2: The pattern of allocation of funds for Adult Education Programmes is not true reflection to the Education Policy on Literacy.

Both the hypotheses are accepted since the analysis reveals that there are wild variations in the allocation of resources to adult education during the last 50 years. In terms of percentage of funds allocated to adult education, it ranged between 1 per cent to
9 per cent in the Total Outlay on Education during various Five Year Plans. While a beginning was made in the First Five Year Plan with an allocation of 3 per cent of resources made available to adult education, the allocation in the subsequent Five Year Plans has come down to 1 per cent up till Fifth Five Year Plan. But in the case of Secondary and Higher Education, the allocations began with 13 and 9 per cent raised progressively to 19 and 23 per cent respectively for the same period. While there is a consistency to a greater extent and steady progress in the allocation of resources to all levels of education, allocations to adult education are not consistent and progressive. There are more ups and downs in the allocations made to Adult Education. The variation in the allocation of resources to adult education is so much, neither it matches the serious pronouncements made in the National Education Policies nor the priorities given in the Five Year Plan Documents of Planning Commission. The Education Policy of 1968 said that the liquidation of mass illiteracy was necessary for promoting participation in the working of democratic institutions and for accelerating production, especially in agriculture, and also for quickening the tempo of national development in general. It means the policy makers realised that literacy has a direct relation to national development where agriculture plays a dominant role. In spite of clear policy directions, the allocations to adult education programmes during sixties and seventies were not progressive. The seriousness of the Policy makers was not reflected in making allocation to adult education programmes. An amount of Rs.5.00 crore was allocated to adult education in the First Five Year Plan and it took more than 30 years to get three digit figure of Rs.128 crore in the Sixth Plan (1980-85). However, during Seventh Five Year plan there was some respite for adult education when 9 per cent of total resources of
Education earmarked for adult education. In terms of percentage, down fall in the allocation to Adult Education was started from Second Five Year Plan (1.81%) to Fourth Five Year Plan (0.97%). From Fifth Five Year Plan, the allocations raised from 1.40 per cent to 8.60 per cent in the Seven Five Year Plan and then started falling down from 7.33 per cent in the Eighth Five Year Plan to 2.06 per cent in the Ninth Five Year Plan. The reduction in the allocation from Eighth Plan to Ninth Plan was more than 5 percentage points indicating that the policy of adult education took a complete 'U' turn, but in fact it was not. The National Policy on Education 1986 was revised in 1992 and it was in force. The Policy Makers had observed that the whole nation must pledge itself to the eradication of illiteracy, particularly in the 15-35 age group. The policy has an impact just for two plan periods i.e. Seventh and Eighth Plans and afterwards, the policy pronouncements were diluted and they were manifested in the allocation.

Forget about the Policy. At least the general tempo of increasing outlays in all the sectors or increased size of the overall Plan does not have any impact on the allocations of Adult Education. It is clear from the trends of allocations made from First Five Year Plan to Ninth Five Year Plan that the share of adult education does not depend upon the availability of resources either to the total education sector or a substantial increase in the size of the Total Plan. For instance in the First Five Year Plan, the size of the total plan was Rs.2069.00 crore; of which total education sector was allocated 8.17 per cent i.e. Rs.169.00 crore. Out of funds allocated to education sector, adult education was provided an amount of Rs.5.00 crore that is about 3 per cent. In the Second Plan, the size of the total plan has increased to 132 per cent over the First Plan i.e. Rs.4800.00 crore;
out of which education sector’s outlay was Rs.277.00 crore that works out to 5.77 per cent. In the case of outlay on adult education, there was no increase in the allocation and kept it at the same level of the First Five Year Plan. It means, more than hundred per cent increase in the resources made available to the total plan did not reflect fully and did not pass on the rise either to the education sector or to its sub-sector of adult education during Second Five Year Plan. It seems that the increase in the total resources made available for the entire Plan need not necessarily have an upward impact on education and adult education. Thus, it is not the availability of resources that governs the sectoral allocations. In other words, the allocations made to adult education are quite independent and nothing to do either with the total size of the plan or total education sector. Moreover, there is no sequential and linear relation in the allocation of resources between total plan and education sector and its sub-sector of adult education. The wild variations in the allocation of resources confirm the fact that there are no guidelines for allocation of resources to adult education and they are governed by the non-economic parameters.

**Hypothesis-3: Non-Plan Expenditure has increased over Plan Expenditure leading to sustainability of adult education programmes**

The hypothesis is accepted since there was a gradual increase in the Non-Plan Expenditure from the Sixth to Ninth Five Year Plan implying the institutionalisation of adult education programmes, specially the strengthening of administrative and academic infrastructure. The Non-plan expenditure increased almost ten folds from Rs.39.17 to 368.18 crore during the Sixth to Ninth Five Year Plan. The ratio of Plan and Non-Plan Expenditure, which was 85:15 in the Eighth Plan changed to 70:30 in the Ninth Plan revealing an increased interest of States in taking over the Plan liabilities and making
adult education an integral part of State education activities. In fact the non-plan expenditure of States has exceeded the Plan Expenditure during the Ninth Five Year Plan. While plan expenditure was Rs.342.65 crore, non-plan expenditure registered at Rs.351.09 crore. This trend shows growing institutionalisation of adult education. Non-plan expenditure is a committed liability to the Government and makes first charge on government revenues; whereas in the case of plan expenditure, Government does not have any commitment and moreover encourages adhocism. As such, the increased trend of non-plan expenditure leads to sustainability of adult education programmes. However, so far as Union Government is concern, non-plan expenditure is almost stagnated. Non-plan expenditure of Union Government was Rs.8.12 crore at the end of the Sixth Plan and it went up to Rs.17.09 crore at the end of Ninth Plan. Compared to State Sector, the burden of the Union Government is nominal and it is non-committal to adult education programme.

**Hypothesis-4: The efforts of National Literacy Mission has no impact on improvement of literacy**

The hypothesis is rejected since the efforts of National Literacy Mission during the period 1988-2000 have brought substantial improvement in the general literacy rate of 2001 Census for adults in the age group 15-35 and also school going children of 7+ age group.

NLM has targeted total 19.43 crore non-literates in the age group 15-35 under basic literacy programmes in 1988, and succeeded to get enrolled 14.39 crore covering about 74 per cent of the target. Ultimately, NLM has declared 10.84 crore as literates by the end of 2000. The performance of NLM during the period 1988–2000 was reasonably above
board in terms of motivating and mobilising people for the cause of literacy. It is significant in terms of making 5.58 crore persons literates as reflected in the 2001 Census. This works out to 51 per cent of NLM’s achievement of 10.84 crore even after giving considerable margin of credit to Primary and Upper Primary Education keeping in view overage problem of the children in India. This is the most conservative estimate of Adult Education Contribution to Literacy in 2001 Census.

At State Level, in Andhra Pradesh, NLM had targeted 2.17 crore illiterates persons and declared 1.22 crore persons as literates during the period 1988-2000 through the adult education programmes viz., total literacy campaign and post literacy campaign. At the same time, Census data indicates that about 1.64 crore persons were made literates during the decade 1991-2001 in the State since 4.21 crore illiterates in 1991 were brought down to 2.57 crore illiterates in 2001. At State level, contribution of NLM to literacy comes to 74 per cent after giving due credit to primary education which is higher than the national average of 51 per cent.

At district level, in the six sample districts, contribution of NLM to literacy varies from 35 per cent to 60 per cent. On an average, it comes to 52 per cent for six districts which is certainly significant.

Thus, the performance of NLM either at national level or at state level or at district level is definitely significant when it is viewed from the point of cost per learner spent and the number of hours spent in making the person literate under adult education programmes.
The prevalent practice of making a person literate is based on the premise that two hundred hours of instruction would suffice. However, a number of evaluation studies have revealed that most of the neo-literates relapsed into illiteracy in the absence of a post literacy programme. Several research studies have showed that a minimum of three years of literacy cum post literacy programme would be a pre-requisite for imparting lasting literacy.

Since in many districts post-literacy campaigns were not even held onetime during the period 1988-2000, many of the literates of 10.84 crore of NLM might have been relapsed into illiteracy. The analysis also reveals the fact that the time spent for making literates under TLCs and PLCs was quite inadequate and there was a need to extend the programme. Each district would have been covered with post literacy campaigns minimum three times or for three consecutive years so as to enable than to acquire sustainable literacy skills.

Thus, the study clearly points out that there was an inadequacy in the time spent for imparting basic literacy skills and also money spent per learner. Simply spending Rs.156 per learner for one time for giving two hundred hours of instruction was proved to be quite insufficient and ultimately resulted into wastage of public funds since more than 5.00 crore neo-literates of NLM were relapsed into illiteracy because only 5.58 crore neo-literates were reflected in the census data. The wastage works out to Rs.780 crore as against the total expenditure of Rs. 1216.54 crore. It means more than 60 per cent of amount spent during 13 years between 1988 and 2000 was resulted into wastage. This is
happened due to lack of long term outlook among the planners and administrators of education sector.

Hypothesis-5: Adult education programmes do not have impact on socio-economic change of beneficiaries in Andhra Pradesh

The hypothesis is rejected since adult education programmes particularly total literacy campaigns and post-literacy campaigns, besides imparting basic literacy, had sensitised the non-literate about their life skills and brought change in their thinking process.

The literacy campaigns had brought movement in the people particularly among women in rural areas and helped them to form into self-help groups for which Andhra Pradesh is in the forefront. The campaigns provided them a common platform even to protest against the certain social evils like drinking habits among menfolk and forced the government to close arrack shops in the rural areas. Bias towards girl child is slowly and steadily has come down since the growth rate of literacy for females in 2001 census is much higher than the men and thereby the gender disparity in education has come down to more than 5 percentage points. Growth rate of enrolment of girls in primary schools is much higher than the boys during the last 10 years. The message of small family norm has also reached the people through literacy campaigns in Andhra Pradesh and thereby the growth rate of population of the State is much below the national average. Apart from these common features, the analysis brings out the fact that adult education has contributed substantially to increase in the literates from 1991 to 2001 in the State.
Thus, the adult education programmes has no doubt, influenced the non-literate
in the State, but it may not be to the extent of our expectations. That is due to several
other constraints that have blocked the speedy implementation of the adult education
programme viz., under funding the programme, non-committal approach of the
Government, poor social infrastructure in the villages, absence of skill development
programmes and alternative job opportunities etc.

OTHER CONCLUSIONS

Funds are under-utilised

Under Utilisation of funds arises when the expenditure is less than allocation. The
researcher using his experience in educational planning concludes that there may be three
major reasons viz., (i) Procedural delay in launching the programme, (ii) Lack of
awareness of the Programme (iii) Larger turnover of bureaucrats in the government
departments. These views are endorsed by some of the Review Committees on adult
education to a greater extent. Some of the Review Committees on adult education
specially on Social Education and National Adult Education Programmes (NAEP) have
touched upon the financial aspects to a limited extent and commented on the “defective
financial administration”, “procedural difficulties”, and “weak financial monitoring” to
be some of the reasons for the failure to utilise the full grant. ¹ Though these are general
and common features attributed to all the government programmes, the low priority
programme like adult education gets affected adversely every time.

¹ Report of the Review Committee on National Adult Education Programme, New Delhi: Ministry of
education and Culture, 1980, p.80 and Report on Social Education, New Delhi: Committee on Plan
projects, 1963, p.12
Funds are over utilised

Over utilisation of funds means when the expenditure exceeds the outlay i.e. allocated resources. A logical mind gets an immediate question how does the expenditure exceed the allocation. In other words, without allocating resources, where do the departments get money for higher expenditure. As explained in the chapter, the expenditure exceeds the outlay in view of monitoring the programme and making actual provisions on year to year basis and reappropriating the plan funds at the end of every financial year to ensure optimum utilisation of public funds. From this point of view, one can say that the actual expenditure is equivalent to the actual allocation of resources. In a very few cases, expenditure exceeds the allocation. The expenditure on adult education has exceeded for three Five Year Plans i.e., Sixth Five Year Plan, Seventh Five Year Plan and Eighth Five Year Plan. It is difficult to answer the question 'what factors contributed for the higher expenditure during these three plan periods. However, the researcher with his experience in the field of educational planning, makes an attempt to identify them. They are: (1) Collective and committed work of bureaucrats particularly at the helm of the affairs, (2) Active role of pressure groups viz. Educationists, Economists, Mass Media, Politicians, etc. They are completely missing in the case of adult education programmes.

Poverty is the Root Cause for Illiteracy

More than 60 per cent of non-literate households are forced to stop going to schools in their early ages due to poverty and the necessity to support their families by working as child labourers. Poverty is a relative term often measured based on income or
consumption levels. But in general parlors, poverty means hunger. Some times this hunger is associated with lack of shelter and lack of getting medical facilities. So poverty has many dimensions and it is the main culprit for most of the social evils including illiteracy in the society. Poverty paralyses and cripples down the individual. Poverty is a constant companion of illiteracy because illiterates keep survival needs at a much priority than educational needs. People living below poverty line may not consider literacy as an important tool. But, there are evidences that without literacy skills, it is difficult to cross the poverty line because they are complementary to each other and needs considerable concerted efforts to break the vicious circle of poverty and illiteracy.

**Corporal Punishment is attributable for high drop outs**

Practice of Corporal punishment in the schools has also contributed for dropping out children from schools and discontinue their education in the villages. It is the experience of most of the non-literates that teachers particularly male teachers at primary level are harsh and threatens the small kids for their immature behaviour. This will adversely affect the tender minds of small children. The most pitiable thing is that the parents in rural areas strongly believe that corporal punishment given by the teacher helps the children to mould their behaviour. It is beyond our imagination how a teacher with a moral support from parents behaves with the lives of small children in rural areas. Thus, corporal punishment is a factor associated with the school and school teacher, rather than attached to the individual household. In spite of the best efforts by the government in the field of teacher education and training, teacher's attitude towards small children in primary schools has not changed much.
Opportunity cost is attributable for illiteracy

Opportunity cost of primary education has a dominant role for perpetuation of illiteracy in the State. Opportunity cost is that the foregone earnings of a child while attending the primary school. Parents encourage children in the poverty ridden families to go to the world of work rather than to school because of hunger and priority for survival. This has been manifested in the study when more than 60 per cent of non-literate households confessed that they have earned their livelihood during the age of primary schooling i.e. 6-11 years.

Ineffective Institutional Frame Work

Existing institutional net work did not make adequate efforts to realise the importance of education among non-literate in the villages. While 65-70 per cent non-literate attended the adult education centres, about 50 per cent acquired literacy skills comparable with 2nd standard of regular primary school. As compared to the gigantic efforts made by the government in setting up institutional net work viz. Zilla Saksharatha Samithis, State Resource Centres, Separate Adult Education Departments in most of the universities, National Literacy Mission, State Literacy Missions for imparting education for non-literate, the response is still 50 per cent only. This clearly shows that the awareness about the importance of education is not at desired level. This trend also indicates that the institutional net work so far built up has made any substantial impact on the non-literate. One of the gigantic tasks of Adult Education programme is to motivate the non-literates and to make them to participate in the literacy campaigns and literacy programmes since the target group of adult education programme are mostly
belonging to the below poverty line who have no meaning for the simple literacy of 3 Rs (Reading, Writing and Arithmetics) and most of them might be struggling for to meet the basic biological needs.

Disintegrated approach of Government Programmes

Level of awareness about other government programmes particularly about poverty alleviation programmes and skills development programmes is around 48 per cent. What is missing in the adult education programme is general counselling and building up awareness among non-literates about several government programmes initiated for wage employment, self-employment and skill development. This shows that there is no coordination among government officials in organising the training programmes and other programmes at gross root level. When the clientele for all these programmes are illiterates to a large extent and belongs to below the poverty line, there is a need for an umbrella approach. This is right now missing in the villages.

Absence of Training Programmes for skill development

Still more than 60 per cent of households are dependent of agricultural activities in spite of the fact that the growth rate of agriculture has stagnated for the last one decade. This is due to lack of alternative jobs available at village level and also paucity of general skills. Only 17 per cent of households under went training programme that too only one trade i.e. food processing brings out the fact that the government efforts did not percolate to the gross root level in imparting general vocational skills among rural folk.
Absence of Basic Health Facilities

The study reveals the stunning fact that most the villages have no health and medical facilities. The households in these villages are adversely affected for lack of free health services. If basic health facilities are not available, the households have to spend most of their energy, time and money for fighting diseases rather than diverting them towards improving their literacy skills and general skills.

Inadequate Social Infrastructure

Social infrastructure like drinking water, electrification, housing is yet to reach 35-40 per cent of households. In the absence of social infrastructure, most of the time and energy of the households is utilised for getting them on day to day basis. For instance lack of drinking water facilities forces the households to engage themselves and their children in fetching water from far of places at the cost of their children’s schooling. Ultimately, non-literate households are hardly find time to divert their energies towards literacy programmes.

SUGGESTIONS

Need for Long Term Perspective Planning:

The study clearly points out that there was an inadequacy in the time spent for imparting basic literacy skills and also money spent per learner. Simply spending Rs.156 per learner for one time for giving two hundred hours of instruction was proved quite insufficient and ultimately resulted into wastage of public funds since more than 5.00 crore neo-literates of NLM were relapsed into illiteracy because only 5.58 crore neo-literates were reflected in the Census Data. The wastage works out to Rs.780 crore as
against the total expenditure of Rs. 1216.54 crore. It means more than 60 per cent of amount spent during 13 years between 1988 and 2000 was resulted into wastage. This is happened due to lack of long term outlook among the planners and administrators of Education Sector. Thus, there is a need to have a long term perspective planning to get optimum returns and to reduce wastage of public funds.

Need for the commitment of the Union Government

Non-Plan Expenditure is a committed liability to the Government and makes first charge on government revenues; whereas in the case of Plan Expenditure, Government does not have any commitment and moreover encourages ad-hocism. Viewed from this point of view, while State Sector has showed tremendous response to the programme by absorbing plan expenditure into non-plan expenditure, the Union Government’s approach to the Adult Education still appears to be non-committal. Non-Plan Expenditure of Union Government was Rs.8.12 crore at the end of the Sixth Plan and it went up just to Rs.17.09 crore at the end of Ninth Plan. The increase is quite nominal as compared to States where non-plan expenditure went up from Rs.31.06 crore to Rs.368.09 crore between the plan periods of Sixth and Ninth. Thus, there is a need for change in the approach of the Union Government and has to improve its commitment for eradication of illiteracy in the age group 15-35 through launching continuing and life long education programmes in the country.

Need for benchmark norms and Guidelines for allocation of resources

The allocations made to Adult Education are quite independent and nothing to do either with the Total Size of the Plan or Total Education Sector. Moreover, there is no
sequential and linear relation in the allocation of resources between Total Plan and Education Sector and its sub-sector of adult education. The wild variations in the allocation of resources confirm the fact that there are no guidelines for allocation of resources to Adult Education and they are governed by the non-economic parameters. Thus, there is a need for certain norms and guidelines to ensure availability of financial resources required to tackle the gigantic problem of eradication of illiteracy among the adults. Irrespective of change in the Government i.e. either political set up and/or bureaucrats, the Policy should ensure certain minimum bench mark percentage of funds to be allocated to adult education in order to reduce the adverse impact of non-economic factors like philosophy of political parties and bureaucrats.

Need for Effective Financial Monitoring

The trend in expenditure on adult education during the five decades reveals that there are two major trends i.e., under utilisation and over utilisation of public funds. These trends indicate weak financial monitoring both at Central and State Levels. To improve the financial monitoring, the Government has to minimise the procedural delays, to bring awareness of the adult education programmes through mass media for playing active role of pressure groups and to sensitise the bureaucrats about the importance of eradicating illiteracy among 15-35 age group and to improve their collective improvement at all levels of administration.

Need for a holistic approach

It is necessary to make both campaign and centre based approaches as complementary to each other, instead of treating them as two separate independent
approaches. Campaign approach is basically useful to mobilise the non-literates and to improve their motivational level so as to enable them to attend the adult education centres equipped with trained teaching professionals. Campaigns are to be organised every year to maintain the awareness level among non-literates and creating an environment for improving literacy skills. The idea is that the literacy campaigns and other adult education programmes should become main source for the non-literates for getting required information to acquire wage employment or self-employment or skill development. Adult education programmes are to be enriched to meet the immediate requirement of non-literates since most of the non-literates fall below the poverty line. Thus, there is a need for holistic programme to be implemented as an umbrella programme both for eradication of illiteracy and poverty. Once adult education programmes are made as epicenters in solving the immediate unemployment and enhancing the economic status of non-literates, then the non-literates show lot of enthusiasm in participating the literacy programmes.

Need for reforms at Primary School level to curtail further flow of non-literates

Poverty is the main cause for most of the households for their non-literate status. From this point of view, government has to initiate programmes for eradication of poverty among school children. One step in that direction is serving mid-day meal to all primary school going children. Apart from this, the government should also initiate some scholarship programme and incentives in the form of attendance allowance to improve the economic status of primary school going children particularly among the children.
belonging to SCs, STs and other Back ward communities. Scholarships and monetary incentives would also take care of opportunity cost of primary school going children.

The analysis further reveals another important factor of corporal punishment for drop-outs from primary schools. Government has to introduce a bill in the Parliament for prohibiting the corporal punishment in schools and to mould the attitude and behaviour of teachers towards small kids in primary schools. In developed countries like USA, corporal punishment in schools is strictly prohibited. It is not only the teachers, even the parents are not allowed to give any corporal punishment to their children. Though this has been completely missed the attention of government, there is a need to address the issue to improve the motivational level of small kids of primary school particularly in rural areas.

Thus, these reforms would curtail further flow of non-literate to be generated from the primary school system.

Need For Proactive Role of Institutions of Adult Education

The various organisations connected with adult education, viz. National Literacy Mission, State Literacy Missions, Zilla Sakharatha Samithies, University Departments of Adult Education, State Resource Centres, Jan Shikshan Sansthans and NGOs are working in an isolated manner and confine to routine activities. These organisations need to come together and create a strong professional group to promote the cause of adult education as well as poverty alleviation.
Orientation of Bureaucracy and Simplifying Procedures

With a view to streamlining the financial management of adult education programmes and enhancing the utilisation of funds, the officials of State Governments need to be trained in the preparation of statement of accounts on a regular basis as there is frequent transfer among them. Besides, the accounting proformae need to be simplified and demystified and made programme friendly. All the officials of the Education Department (who often administer adult education) need to be oriented about the importance of adult education with a view to sensitise them.

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