CHAPTER I

INTRODUCTION

Socio-economic growth is the main thrust of most development plans in the Third World and most policies are directed at strengthening formal education to help ensure development. Unfortunately, such policies have largely failed, resulting in the continued problems of social and economic inequalities, low productivity and high levels of illiteracy and semi-literacy. Many graduates from formal schooling are unemployed. Because of the urban oriented formal educational system, there has been a massive population shift from the rural area to the cities, schooling in some countries has, in fact, so alienated some people from the mainstream of society that it has resulted in the breakdown of social systems and common occurrences of conflict and aggression. The crisis in education in the Third World has come about largely because the formal system only serves the needs of successful students, leaving the rest alienated and unproductive.

Continuing education, that is the opportunity to engage in lifelong learning, therefore emerges as a way of compensating for the inadequacies of the formal system by giving the people a second chance, and by ensuring the continued growth and upgrading of human resources. Continuing education, does two things: (i) it equips
individuals with the mental abilities and practical skills necessary to rectify structural weaknesses in the society; and (ii) even more significantly, it changes the emphasis from something "Imposed from above," such as a formal system of "institutionalized education", to something self-initiated and controlled by individual learners. In continuing education it is the individuals who set and pursue their learning objectives, not the system. Continuing education therefore not only equips people to bring about structural changes in society, it empowers them to do so.

It is generally agreed that the main goal of continuing education is to provide opportunities for:

i) Personal development by enhancing the people's intellectual, social and physical well-being, leading to a better quality of life.

ii) Equity by providing access to education for all youths and adults, including those who do not have access to formal study.

iii) Economic development through the acquisition of new skills and the upgrading of skills and knowledge required in the workplace.

The provision of continuing education involves the participation of various government and non-governmental agencies. Continuing education invariably forms a part of the charter of government agencies responsible for health, agriculture and other aspects of development. Such a policy for continuing education should address the following
issues:

1. The importance of continuing education to the country and what may be expected in terms of economic development, social and cultural changes and the quality of life of individuals and the nation as a whole.

2. Prioritization of subject areas and target groups who will be given access to learning opportunities.

3. The number and nature of agencies to be involved in the provision of continuing education. These will include various government departments which have responsibility for specific types of programmes of continuing education.

4. The establishment of a mechanism for planning and co-ordinating continuing education at the national and community levels to carry out this responsibility in a consultative or participative manner with representatives of concerned agencies and community.

5. The role to be played by libraries, reading centres and the mass media, as well as the need for training facilities and research structures to support and develop continuing education.
6. The way in which people who are isolated—geographically or due to other reasons—and those who have special needs, can be assisted.

7. Proper budgeting and allocation of resources to various concerned agencies, and the monitoring and evaluation of continuing education activities.

Significant differences exist between policies relating to literacy and those concerned with continuing education. Detailed national targets, for example, can be defined for continuing education. As new needs and priorities emerge due to technological and social changes, the needs and priorities of continuing education will keep on changing and ways to satisfy them must always be sought so as to cover up the deficiencies of neo-literate on the one hand and to continue with literacy movement for those who still remain uncovered by the literacy movement on the other hand.

Another major difference between literacy and continuing education stems from the diverse nature of subjects required by different communities, making the establishment of a central curriculum centre impractical. However, there are advantages to having a central resource centre for adult learning that is capable of providing general support to continuing education agencies.
Managers of government agencies will require special skills to deal with both literacy and continuing education. In so far as literacy is concerned, they should be able to set objectives, ensure that teaching is up to standards, and develop a curriculum to achieve the aims and objectives fixed for the same. They should be able to set specific targets to literacy levels. In so far as continuing education is concerned the managers will have to take a far more flexible approach, taking into account community needs and their own role as co-ordinator of a large number of co-operating agencies from governmental organisations to cater to the needs of the community in a meaningful manner.

UNESCO (1982) approached the problem of illiteracy in the mid 80's and declared educational policy for the member states at its 21st General Conference in Belgrade. Apart from tackling with other issues, attention was paid to follow up work by posing the question after literacy—what next?

The post-literacy work was given higher priority so as to make full use of the acquisition of literacy skills while retaining and stabilizing them along with linking post-literacy and continuing education to the larger processes of personal, social and vocational development
through appropriate use and application of learning already acquired and being enhanced (Dave, 1982). For the literacy work Bhola (1982) has developed a gradation while using the concept of Continuing Education for post-literacy work in terms of four categories:

Literacy retention, Second chance formal education, Systematic integration of literacy within social, economic and political structure, and Socialization for an ideal society.

Different types of structures, strategies and material for post-literacy and Continuing Education for neo-literates have been identified (Knoll, 1984) which aim at serving the needs of both men and women having different socio-economic background and inhabitance in different geographical areas. In this context it will be desirable to include school pass-outs or even drop-outs having various levels of literacy to be included in the programme of continuing education. Bordia (1982) has mentioned:

Keeping in view the fragmented and sectoral approach in education planning, we should stress that the learning opportunities for youth who pass out of primary education need to be organised along with programmes designed for adults who have completed literacy courses. By the time children complete primary education, particularly in the rural areas, they become a part of the adult world. In fact the adults themselves suggest that preference in post-literacy
1.1 Concept of Continuing Education Programme

To meet these challenges of mass literacy in the wake of experiences of various programmes launched for adult education and sustaining the same through different types of post-literacy activities have been identified to be taken up in the continuing education programme which may be given integral form. Taking a general view point of UNESCO activities for reducing illiteracy two different issues emerge: i) to carry out literacy campaign for complete eradication of illiteracy and to stabilize the knowledge; and ii) skills of the neo-literates in the post-literacy programmes (UNESCO, 1982).

These post-literacy programmes in the form of continuing education are not only for adult neo-literates but also for school leavers and other old reading public (Bhola, 1982).

The following continuing education needs and programmes are identified under the Asia-Pacific Programme of Education for All (APPEAL):

Type 1: Post-Literacy Programme (PLPs):

These aim to maintain and enhance basic literacy and numeracy and problem solving skill, and to provide general basic work skills that will enable the
people to function effectively in their respective societies.

Type 2: Equivalency Programme (EPs):

These aim to provide alternative participants upgrade their vocational skills or acquire new ones, enabling them to engage in income-generating activities.

Type 3: Income Generating Programmes (IGPs):

These help participants upgrade their vocational skills or acquire new ones, enabling them to engage in income-generating activities.

Type 4: Quality of Life Improvement Programmes (QLPs):

These aim to equip the people with knowledge, attitudes, values and skills that are essential to the solution of problems and issues that affect society. As a consequence the life styles and standards of all concerned are improved. The First Meeting of the Regional Co-ordinating Committee of APPEAL suggested that issues such as parenting, population, drugs, citizenship, social and cultural awareness, and leadership, addressed by these types of programmes.

Type 5: Individual Interest Promotion Programme (IIPs):

These provide opportunities for individuals to participate in and learn about their interests--social, cultural, spiritual, health, physical, or artistic.

Type 6: Future Oriented Programmes (FOPs):

These give workers, professionals, regional and national community leaders, villagers, businessmen
and planners new skills, knowledge and techniques to adapt themselves and their organizations to the growing social and technological changes.

The launching of literacy movement as a voluntary and mission mode with focus on literacy as a means of empowerment, voluntary based approach, environment building and mass mobilization, improved pedagogy with emphasis on learning outcomes and stress on post-literacy and continuing education, under the auspices of National Literacy Mission (NLM) has led to a new motivating environment for evolving a learning society.

The TLC have resulted in a positive change in attitude, a new confidence among the learners to upgrade their skills and adopt it for individual development, and eventually for social action. The enthusiasm and confidence generated among the learners in the districts which have successfully completed both the TLC as well as the PLC phases, clearly points towards the need to sustain the educational process and to provide learning opportunities on a continuing basis. The access to the world of letters and skills acquired by the neo-literates need to be further reinforced and widened so as to enable them to fully play the crucial role for their own personal, social and economic upliftment and for the development of the country. In the face of persistent social and economic problems,
especially in rural areas showing wide gap in literacy rates (52.21% for all; 44.69% for rural areas; 73.08% for urban areas), configurations, application and utilisation of literacy skills acquired by the neo-literates often remains a difficult proposition. The literacy processes have, therefore, to be so continued as to result in release of creative energies of the people, which must be sustained to enable the people to realise their potential in the local cultural contexts, to help themselves achieve self-reliance, and hence the crucial importance of creating satisfactory arrangements for continuing education of all learners.

Continuing education is also an indispensable aspect of the strategy of human resource development and of the goal of creation of a learning society. Many of the third world countries and the developing countries are now recognizing that socio-economic planning alone is not enough and that the human resource development is a key enabling factor in development (Myrdal, 1968; Masgrave, 1984; Nandkarni, 1992; Srivastava and Dhar, 1998). All these countries are aware that education and human resource development will play a key role in the 21st century. What is more significant is the realisation that expansion of formal education alone, which is only a small component of lifelong learning, cannot lead to human resource
development. Formal education as an instrument of human resource development is not really effective in remedying the structural inequalities in the society. Continuing education, which provides a second chance to those who missed formal education and is responsive to learners' needs, directly addresses itself to structural inequalities. Only continuing education can bring about full development of human resources. Since continuing education is the opportunity to engage in lifelong learning, continuing education is now emerging as the main component of the broader view of education as a whole.

Continuing education includes post-literacy for neo-literates and school drop-outs for retention of literacy skills, continuation of learning beyond elementary literacy and application of this learning for improving their living conditions. Still continuing education is to go beyond post-literacy. Continuing education includes all of the learning opportunities all people want or need outside of basic literacy education and primary education. In continuing education, human resource development becomes the focus of attention. Thus, continuing education is an essential extension of literacy to promote human resource development.
1.2 Concept of Development

The meaning of the term "development" has never been very well-defined and has been expanding constantly since its initial formulation. Development initially referred to a stage reached by some national societies which were characterized by the ability to increase systematically the amount of goods and services available to its population through the application of science and technology to production. The concept of development was enlarged later to include an equitable distribution of the wealth created among the different groups involved in the productive effort, and participation by the population in the process of deciding about the goals of, and the roads to, development and preservation. The latest revision of the concept maintains that the condition of development that some societies attain has been acquired at the expense of other societies which have, in turn, been underdeveloped by the same global historical process; development efforts therefore should aim at correcting the imbalance in the international distribution of the benefits of that process and should eventually change the world economic system.

The process of development, however, would not be straightforward since it required (a) the transfer of social power from the traditional ruling group to new
groups firmly committed to the goal of development; (b) the willingness to reorganize the institutional structure of the society along the lines suggested by the successful developed societies; (c) access to science, technology, and the capital of the developed societies; and (d) the acquisition by the population of the developing countries of a set of skills and abilities without which neither science can be mobilized for development nor modern institutions can function in a satisfactory way (Fuenzalida, 1985).

Development at this stage became linked with concepts of political democracy, and it was argued that the former would lead to the latter, on the evidence of what had happened in Western Europe and the United States. Therefore, the outcome of the development effort was redefined as the ability of a society to grow economically at a sustained and predictable rate in the context of a democratic political regime.

Towards the end of the 1960s, however, doubts arose about the conception of development underlying development policies in general, and educational reforms in particular. The first line of criticism was raised against the assumption that economic growth would favour all sectors of the population equally. It was shown that the new wealth created by the implementation of these policies was
benefitting a disproportionately small segment of the total population and did not reach the vast majority for whom it was intended, particularly in rural areas. Accordingly, it was deemed necessary to complement the initial conception of development as pure economic growth with the notion of a fair distribution of the new wealth among the different groups of the population.

A second line of criticism was directed at the lack of participation by the population at large in the decision-making process of development policy. It was argued that there were several roads to development, and that each route represented a different distribution of the burden to be carried among social groups.

Following these criticisms, the notion of development came to include a just distribution of the new wealth created by the systematic application of science and technology to production, an appropriate participation in the decision-making process by the different groups involved in productive activities, and the preservation and enhancement of the cultural identity of the developing society.

A new kind of concern about development emerged in the 1970s, particularly in the most developed societies. The argument was made that development had brought an
increase in the quantity, not the quality of life. Any future application of science and technology to production therefore had to be planned so that resources were used more carefully, bearing in mind not only the needs of the present generation but also those of future generations, and the preservation of the environment.

Development is a process that happens at the level of the world economic system, not at the level of the individual national society; it implies the transformation of the world economic structure for the benefit of the developing countries. Hence, development is currently conceived as a global process of societal change that:

(i) is planned cooperatively by governments and international organizations with the full and informed participation of the inhabitants of the area to be developed;

(ii) is implemented in different areas of the world system with variable contributions from private and public enterprises according to the political and economic systems of that area;

(iii) generates in the area the capacity to constantly increase the total output of goods and services;

(iv) preserves the cultural identity of the community affected;

(v) judiciously regulates the consumption of non-renewable resources and assures that renewable ones will in fact reappear; and
(vi) gives a fair share of the new wealth thus created to all the different participants in the process, but particularly to the poorest members of the community affected.

Development, then, has become a normative, not a descriptive, concept; it stipulates how things ought to be, not how they really are. These characteristics are intended to represent criteria for use in the evaluation of individual projects to decide if they deserve to be called development projects, or if they are just intended to increase the total amount of goods and services in a particular area of the world without consideration of the social and cultural implications of such actions.

Adult education offers another area of application of the new conception of development. The developing countries have been experimenting with non-school approaches to education for a long time because of the nature of their educational problems and the limitations of their resources. In this process their educators have accumulated valuable experience and have developed sophisticated methodologies of education. Such experiences and methodologies have been considered for a long time peculiar to the developing countries and little systematic attention has been given to them by educators of the developed countries. With the crisis of unbridled development in the developed world and the realization
of the need to exert more control on the agents of economic dynamism by the population affected by development, the notions and techniques of adult education generated by educators of the developing countries should be a valuable contribution to current efforts to alert, mobilize, and organize the population in defense of natural resources and the environment.

Therefore, the concept of Human Resource Development (HRD) has gained prominence because of being the most significant and active factor of production, and to be the centre of all development processes of the economy.

Human Resource Development (HRD) is neither an academic pursuit nor isolated from the strategy and pattern of economic development. It is governed by the economic and social development of the community and nation. The two are interrelated as one subserves the other. HRD is an integrated approach, not confined to education of education-related activities but also in the development of individual in matters of health, shelter and all-round well-being.

The need to give maximum attention to the economic and social development, the human resources has been increasingly accepted today by the institutions as well as
by the intellectuals and policy-makers.

The need is to view the economic and social development as a sustainable process of expanding the capacities of the people, to mobilize human and material resources and to identify low-cost methods of production which would inter alia generate additional employment and income, thereby setting a positive trend for human resource development.

1.2.1 Rural Development

Rural development is a process of change from the existing level to a planned new level. It implies that the level aimed at is better in terms of physical, economic and social aspects than what it was in the past. It has no satiation point and hence is a continuous process which remains positive and purposive. In view of this, the five-year plans in the country periodically worked out the goals of development in terms of what is to be achieved and the direction in which a particular development strategy has to be evolved.

In our planned efforts, raising the standard of living of the people was the main concern either through increasing production, efficient exploration of the natural resources, or offering opportunities to all for employment, the aim being to achieve economic progress. Subsequently
in view of the disparities, the strategy of development with social justice with an emphasis on the removal of poverty and the attainment of self-reliance as major objectives was adopted. A fresh consensus is emerging that economic development and technological progress must be designed and implemented so as to combine growth with equity and rural development strategies must begin to yield direct benefits to the vast majority of rural people. It was felt that unless people are involved in the development effort, it will not lead to development of the nation as people do not get the feeling that they are participants in the endeavour. Therefore, while achieving the objectives of improving production and social justice, care was necessary in bringing about the effective participation of all sections of the community, in order to maintain the social equilibrium and the required morale.

Thus rural development is a means to improve the living standards of the rural poor by increasing their productive capacity and improving actual income levels, eliminating the sources of exploitation to establish social justice, and sensitizing them to be self reliant.

1.2.2. Development Efforts and Programmes in Planned Process

Various attempts were made to realize the objectives of rural development through a series of economic
programmes in the areas of agriculture and allied activities in order to provide the economic base for the people. These programmes were classified as resource or problem based programmes, oriented to development of the area, based on its resources, to improve production and productivity in agriculture, viz., the Drought Prone Area Programme, and the Desert Development Programme. The assumption underlying these programmes was that in case the infrastructure and other facilities improved through irrigation, inputs and other services, the people would automatically benefit from them and improve themselves. However, it was found that this did not happen as envisaged, more particularly as a result of the Intensive Agriculture District Programme, where the benefits accrued to only certain sections of the population leaving a large section of the population unaffected by improvements in the areas where programmes have been implemented. Therefore, it was felt necessary to implement a series of programmes specially oriented to identified target groups, namely, small farmers, marginal farmers, agriculture labourers, rural artisans, and tribal groups. As a result, small farmers development programme, marginal farmers development programme, agricultural labourers development Programme, tribal development projects, etc. were launched, which ultimately culminated in the Integrated Rural development Programme with a specific emphasis on
identified target groups, viz. people below the poverty line. In order to facilitate this process of development, subsequent to the nationalization of commercial banks, concessional finance in terms of loan at a reasonable interest was also made available in order to realize the objectives of planned development, and the loaning facilities thus created were primarily intended for poorer sections of the community who were assetless or had smaller holdings. Further, it was ensured that this process was facilitated by offering a concessional rate of interest and credit to those who did not have assets like agricultural or landless labourers. Subsequent to the adoption of integrated rural development as a main approach for the eradication of poverty, increasing employment opportunities and improving the quality of life of the rural poor, it envisaged to integrate the different sectoral programmes in order to provide an economic base to the people. This programme took into account the need for diversification of a large number of people from the primary sector of agriculture or allied agricultural activities to secondary and tertiary sectors thereby a considerable number of them could be considered for non-agricultural activities. Therefore, the alleviation of rural poverty was the prime objective of the Sixth Plan, through

(a) increasing production and productivity in agriculture and allied sectors, (b)
resource and income development of vulnerable sections of the rural population through the development of primary, secondary and tertiary sectors, (d) skill formation and skill upgrading programmes to promote self and wage employment among the rural poor, (d) facilitating adequate availability of credit to support the programme adopted for the rural poor, (e) promoting marketing support to ensure the viability of production programmes and to insulate the rural poor from exploitation in the marketing of their products, (f) provision of additional employment opportunities to the rural poor for gainful employment during the non-agricultural season through the National Rural Employment Programme, (g) provision of essential minimum needs through the Minimum Needs Programme, and (h) involvement of rural and technical institutions in preparing a shelf of projects both for self-employment and for rural employment programmes and in preparing strategies for the scientific utilization of local resources.

Therefore, these programmes took the shape of resource and income development programmes, special area development programmes, and works programmes for creating supplementary employment opportunities.

The failure of most rural development programme in achieving their basic objective of reducing poverty or raising the standard of living of the masses is attributed to:

- The absence of a favourable political and policy framework;
- the complexity of the poverty problem;
- lack of people's participation at various stages of planning and implementation of the programmes;
- absence of coordination among different departments, agencies;
- lack of evaluation and monitoring of the programmes; and
- literacy and ignorance of the target groups.

1.2.3 Education and Development

Education is the most important social infrastructure which helps an economy in achieving rapid economic development and technological progress. Education is no longer a mere social service, it is in fact a long-term national investment aimed at developing human resources. Apart from providing qualified people, it exposes the masses to new ideas and creates right attitude and climate which are a sine qua non for economic development.

Masgrave (1984) rightly states that:

the educational product, in the context of economic development not only includes the components of education usually distinguished as consumption (i.e. enjoyment of the fuller life permitted by education) and as direct investment (with the gains accruing 'internally' in the form of increased earnings to the educated person), but also education as investment in the functioning of the economic and social system at large.
The principal institutional mechanism for developing human skills and knowledge is the formal education system. Most third-world nations have been led to believe or have wanted to believe that it is the rapid quantitative expansion of educational opportunities that holds the basic key to national development. The more the education, the more rapid the development.

The development of a nation is not measured through the buildings it has built, the roads it has laid down, the bridges it has constructed and the like but by the human resources the nation has developed through a well-defined system of education. Although the physical infrastructural facilities are equally important, yet they are perishable and usable. In the absence of proper human resources, a nation can hardly develop these and maintain them. Education, therefore, is the most crucial factor not only to equip the new generation with skills so essential for earning a livelihood but also to create among them an awareness to social and environmental realities, inculcate in them scientific temper, independence of mind and spirit which are of paramount importance for them to become responsible citizens. Education is the substrata on which research and development depend. Education is an integral part of the development process.
1.3 Review of Related Literature

A summary of the writings of recognised authorities and of previous research provides evidence that the researcher is familiar with what is already known and untested as well as present conflicting conclusions that help to sharpen and define understanding of existing knowledge in the proven area and hence providing a background for the research study to be carried out by making the researcher aware of the status of the issue.

In order to arrive at determining the existing status of adult education programmes in India in reference with the development issues processes and problems encountered during the implementation and certain grey areas to be given a place in the policy formulation of the programmes in TLC/ PLC in recent parts in particular and adult education movement in general, some pertinent studies are reviewed as reported under different sections.

1.3.1 Education, Communication and Rural Development

Singh (1957) studied the implication of mass literacy and education in India and ideas communicated through the media of adult education in the country. It was revealed that:
The focus on the social implication of adult education in India revealed different areas such as social, cultural, civic, vocational, health and parental education. One of the tasks of adult education is to provide literacy. This movement had gained adequate momentum after independence. One of the media of the communication of ideas is adult education literature. The films produced by the films division covered various aspects of Indian life. Press and radio were important mass media of communication in adult education. It was observed that Gandhian ideology was a common item for both radio and films.

Pardeshi (1967) studied the agricultural education needs of the out-of-school rural youth with a view to improve the educational programme in the area concerned. It was found that:

i) The youth engaged in agriculture were hard working. They were progressive in so far as they had adopted new techniques and improved method for increasing production.

ii) Their educational needs were knowledge of new inputs, new techniques of production and economic of production.
iii) Most of them attached much importance to self-education and preferred agricultural education.

Chaturvedi (1969) studied the impact of social education on the life of the people in the district of Gorakhpur, Jhansi, Lucknow and Mathura and concluded that social education programme under the community development scheme had definite effect on the life of the people in the rural areas under study in spite of many limitations on the programme.

Pal (1970) studied the effectiveness of the farmers' training and educational programme. It was observed that:

i) The farmers who participated in the institutionalised and non-institutionalised programmes differed significantly with regard to change in the knowledge related to package practices.

ii) Age and farm power were not significantly correlated to the changes in knowledge, attitude and adoption behaviour of the farmers, and caste was a significant correlate in the change of the attitude towards farmers training and education programmes.
iii) Social participation, family size, socio-economic status were significant positive correlates of knowledge about package practices and attitude towards farmers training and education programme.

iv) Occupation of the farmers was negatively and significantly correlated with the knowledge of package practices.

Kudesia, U.C. (1973) studied the role of social education in rural development of Madhya Pradesh. The main findings of the study were:

i) the level of achievement in health and recreational development, which was one of the aspects of various programmes of social education, was the highest as compared to the achievement of other aspects of development in the rural areas of the states;

ii) the programme of imparting health education was well organised;

iii) untouchability, caste system, social injustice and poverty were still the major forces to hinder rural development.

iv) the political awareness of rural people was at a low level.
Dixit (1975) studied the need pattern attitudes of adults in urban, rural and tribal communities of Rajasthan. It was found that:

i) In urban population, the majority of women respondents were those who had high school education. The largest percentage of the respondents was in teaching profession and majority of them were on permanent job and preferred vocational training.

ii) In the rural population the majority of the adults happened to be in the age group of 21-35 and were married and illiterate. Agriculture was the main occupation and they had favourable attitude towards vocational training. They preferred night classes.

iii) The majority of the adults in tribal community was in the age group of 21-35 years and they were married. Bhils participated very little in education. Majority indicated that agriculture was their main occupation. Majority of the respondents had been deprived of the opportunity for education although it was found that the tribal villages, included in the study, were having the facility of literacy classes.
Venkataiah (1977) studied attainment of the literacy skills, agricultural knowledge and attitudinal changes towards improvement of agricultural practices and adult literacy. It was found that:

There was significant difference in the achievement of literacy skills between the experimental group and the control group. There was positive association between the caste of the participants and their literacy skills. There was a significant increase in the literacy achievement and acquisition of modern agricultural knowledge with the increase in the socio-economic status of the participants. A significant impact of the programme in respect of attitudes towards modern agricultural practices and adult literacy was found on all the age groups, caste groups, land holding groups and socio-economic status categories of the participants.

Braham Prakash (1978) studied the impact of the functional literacy component of farmer training and functional literacy programme on the farmers with regard to their knowledge, attitude and adoption behaviour. The study revealed that:

i) except for the age-group of above 35 years both the sexes, there had been significant differences
between the gain of experimental and control group respondents with respect to all the three variables, namely their level of knowledge, attitude and adoption behaviour and

ii) It was also found that functional literacy programme had been instrumental in bringing about a positive and significant overall change in the knowledge status.

Selvam (1982) studied the impact of viewing of the telecast programme, education for life, on rural adults viewers' views in the fields of agriculture and animal husbandry, and family welfare. It was observed that:

i) The frequency of television-viewing was significantly related to the socio-economic characteristics of the viewers and to their exposure to mass media.

ii) Higher exposure to television programmes led to change in the awareness, knowledge and adoption of modern methods and techniques of agriculture and animal husbandry, health and nutrition and family welfare. Television viewing led to change in the overall modernity of the viewers.
iii) Illiterates and young women gained more than literates and old women in these areas.

Sinha (1982) studied barriers of communication in rural development and socio-cultural implication of technological innovations like television in the rural development in Bihar. It was revealed that:

i) Television plays an important and positive role in rural development.

ii) The positive contribution of TV in providing information was in those where it suggested 'do it yourself' kind of ideas.

iii) The differential perception of viewers was found to be according to their socio-economic status in the village.

iv) For the majority of villages, the withdrawal of TV made their life desolate. The women felt that TV was a good means of recreation.

v) The role of developmental agencies assumed higher responsibilities.

Singh (1985) surveyed different patterns of literacy in Bihar to illustrate the core character of the socio-economic problems representing an effect of several
centuries of change taking place in the environment. Some of the major findings were:

i) the physical, economic and socio-cultural settings had combined to influence literacy growth; the means of communication, mode of transport, basic infrastructures, economic development, socio-cultural milieu etc. had played their roles in alleviating mass literacy.

ii) The slow pace of literacy growth in Bihar was a legacy of the past since past heritage, tradition, social backwardness and relatively low economic development were the factors leading at a snail's speed.

Shukla (1988) conducted a study to analyse role of non-formal education in social change in Gwalior district and concluded that: the students in non-formal education developed socially with a little difference in the scheduled castes and higher castes students; they developed democratic values and scientific attitudes; and (3) they had a desire to join the mainstream, specially the girls and the scheduled castes students.

Charis Duke (1991), in his report on adult education and development, is of the view that adult education had played a significant role in social, political and economic
change. It is reported that another threat to the success of adult education was in its democratic and egalitarian purpose and aspiration. The strength of adult education at its best was its closeness and relevance to the needs of the people.

Dhanabal (1991) studied the impact of rural development functional components on adult literates concluded that the adult education centres could be effectively used for inducting the problem-solving approach, and the adult education instructor would have to assume the role of the problem-solvers for both the learner related and for the community problems.

Pushpakumari (1992) analysed the role of income generating activities in motivating the women learners of the AECs of Kerala. She reached the conclusion that income-generating activities, if provided, did not play a decisive role in motivating the women learners of the AECs of Kerala. She further pointed out that there were certain psychological, sociological, economic and religio-cultural factors related to motivation of women learners; the women learners of the urban areas were better motivated than the rural women, irrespective of the fact that whether income generating activities were provided, at the centre or not.
Rao (1992) in another study of the impact of adult education programme as social uplift of women in rural areas of Madhya Pradesh has noticed an overall improvement in all the fields, viz. social, economic, hygiene, etc. in women in the experimental group due to their participation in adult education programme.

P. Adinarayana Reddy and G. Ramana Reddy (1996) formulated a study to elucidate the suggestions of the functionaries for improving the programmes in the backward areas of Chittoor district in the state of Andhra Pradesh. The major suggestions identified were effective motivation of illiterates, providing adequate infrastructure facilities at the centres, incentives for the participants, honourarium for volunteers and creating awareness about the education among the people. It was also found that some of the suggestions were related to the sex of the functionaries. The items viz. priority for volunteers in government employment, supply of teaching-learning materials in time, and village leaders' support for the programme were found to be major suggestions associated with men functionaries. In addition to above, the functionaries felt the eradication of superstitions, beliefs, ensuring support of political and village leaders, creating awareness with regard to the importance and benefits of the education for the common people and regular
organisation of cultural and entertainment programmes will also improve the performance of the programme in the backward areas and for the promotion of total literacy among the community as a whole.

1.3.2 Evaluation of the Adult Education Programmes

Prasad (1971) studied how the literacy programme was functioning and literacy knowledge was used by neo-literates. The study revealed that:

i) There is no awakening for education among adults.

ii) The literacy knowledge about agriculture, health, credit etc. are not fruitfully utilized by the people.

iii) Adult women are lagging behind men in their enthusiasm for education

Agnihotri (1974) evaluated adult education programme in Wardha district. It was found that the rural people had started realising the importance of modern farming methods. A good percentage of them understood the necessity of cleanliness as well.

Talukdar (1975) studied the progress in adult education and impact of the new set-up of democratic decentralization on adult education in Assam. It was
reported that the picture of Assam was not better than that of India as a whole, so far as adult education was concerned.

It was found that audio-visual aids were not used much in the field of adult education in Assam. The organisational problem of adult education and instructional problem in classes were quite apparent. The factors like dearth of teacher and accommodation, want of suitable time table and control of education etc. were found to be standing in the way of progress of adult education. The lack of healthy attitude on the part of the university towards the progress of adult education was also pointed out.

Aoulkh (1984) studied non-formal education (NFE) programmes being conducted by different rural centres of Rajasthan and developed a systematic strategy for evaluation of rural non-formal education programmes appropriate to the varying needs of rural adults in Rajasthan. It was observed that:

i) The majority of the villages were indifferent to NFE programmes due to lack of awareness and interest in the programmes.
ii) If the NFE programmes were laid with vocational skills training and environmental studies etc. these centres would attract more participants.

iii) There was no link between laid objectives and levels of performance.

iv) Community needs were not properly reflected in the curriculum.

v) In most of the cases the non-formal literacy programmes were academic, fact-oriented and instructor-centred and did not cater to community needs.

The observations made in two other significant studies conducted in Himachal Pradesh (SRC, 1997; Singh, 1998b), too, suggest that the voluntary initiatives, especially of Bharat Gyan Vigyan Samiti in general and of Himachal Gyan Vigyan Samiti in particular—cause of their level of commitment and ability to organise the programmes at local level along with their rapport with development agencies on the one hand and faith reposed by people in them on the other—need to be given top priority by the government to strengthen the literacy movement and develop the necessary infra-structure through ZSSs to implement continuing education programme in a sustainable manner to promote the cause of community development in the state.
Khajuria and Rahi (1985) evaluated adult education programme run by Kurukshetra University in the campus and its affiliated colleges on the criteria given by U.G.C. It was found that the drop-outs among learners were higher after some weeks. The problem of student-instructors who also started dropping-out because of examinations, lack of motivation and enthusiasm among participants of the programme were reported to be responsible for the partial success of the programme.

Sharma (1990) in a study on role of adult education in socio-economic development of weaker sections in rural areas of Uttar Pradesh has found that the adults did not attend classes for the full duration. There was no proper motivation and everything was left to the instructor. Further, lack of involvement of development departments in the programme being conspicuously absent; learning materials being not made available; women being not attracted to learning literacy skills because of their domestic responsibilities came in the way of sustained interest in the success of the programme and the number of drop-outs at the centres was fairly large.

Muthuchamy (1991) evaluated the role performance of adult/continuing education preraks working in rural functional literacy projects of Tamil Nadu and observed that preraks are not classified as adult learners though
they are working for adult education. He found that the preraks's role performance was high as organisers of cultural and recreational programmes, recorder of educational activities and as supervisor. Their performance was low on the roles of organisation of literacy and post-literacy activities, teaching of literacy dissemination, functional information, generation of awareness, mobilisation of resources, professional devotion and guidance, thereby being lesser effective in the follow-up programmes.

Reddy and Reddy (1991) conducted a study on the basis of responses arranged in rank order preference. It was found that the neo-literates are interested to read daily newspapers followed by weeklies, cine magazines, novels, Balamitras and Chandamamas. Further the books on health, home affairs and relating to occupations were on lower side of preference. It was also found that there is a gap between occupation and the reading interest of the neo-literates. It is observed in some of the books that the letter size was very small. There were also books without any illustrations and the sizes of the books vary from one publisher to another publisher. In this context the suggestions made by the National Book Trust of India (NBT) for authors, illustrators and publishers are noteworthy which need to be followed to develop learning material for neo-literates.
Yadav's (1991) experimental study explored the effect of adult education and training on workers' productivity and attitudes towards adult education. It was found that adult education and training had positive effect on: worker's productivity; improvement in worker's methods of work; improvement in the level of awareness and literacy skills among workers; and improvement in attitudes of workers towards adult education.

Bhagria (1992), in a study on the impact of Polyvalent Education of Shramik Vidyapeeths on industrial workers, has found that the Shramik Vidyapeeths (SVs) have played a major role in raising the quality of life, improving the thinking process and life pattern of the industrial workers. The SVs sponsored by voluntary agencies showed better performance and were recognised by the state, and loan facilities were being made available to the beneficiaries for establishing small industrial units.

C. Pratheep (1994) in an empirical study on awareness and participation of neo-literates in development programmes in Chadyamangaban sub-project, has reported that:

i) Majority of respondents were aware of IRDP but had no knowledge about JRY, TRYSEM SC/ST Development Corporation;
ii) None of the respondents opined that the literacy centre was the source of information.

iii) Majority of the neo-literate respondents were unaware about the various developmental programmes.

These findings shows that literacy centres are not providing required knowledge about the various developmental schemes. Hence it was suggested that:

1. Neo-literates' participation in development programmes should be encouraged.

2. Lessons for giving information about the various developmental schemes should be included in the neo-literate primers.

3. Proper training in developmental programmes should be given to literacy workers.

4. State, Block and Panchayat should give more publicity to the various development programmes.

Rath (1994) has reported that as a result of adult education programme, workers acquire prescribed level of reading, writing and numeracy skills; better attitude towards adult education; improvement in working skills of workers; and overall improvement in workers' productivity.
Amrit Kaur (1995) reported in her study that the participation in the adult education programme not only enhanced the social and economic awareness of adults but also enhanced their economic status.

Mohanty (1996) in an article on literacy for development and development for literacy observed that, to be able to accelerate the pace of development, literacy, instead of becoming 'literacy per se' should be broad enough to be contained in a dynamic programme of adult education with a strong component of functional literacy.

Pushpinder Kaur and Amrit Kaur (1997) designed a study to explore the personal, economic, social, political and educational factors of motivation in relation to age. They found that the personal, social, economic, political as well as educational factors which motivated rural female adults were related to the age of the learners. The effect of age on motivation was more prominent in the case of economic, social, political and educational factors than the personal factors.

1.3.3 Evaluation of TLC/PLC

Mohan and Usha (1992) is an independent study on Total Literacy Campaign (TLC) in Bijapur and Dakshina Kannada districts of Karnataka revealed that there were
ideological differences and personal rivalries among the members of different committees that were hindering the progress, though the organisational set up was conducive to the programme. The content of the primers was found to be comprehensive and gender issues were given priority and yet the latter lacked perspective. The motivating strategies like jathas and street plays etc. are effective though their impact waned if not sustained throughout. There was a need for relaxing the time-frame of such campaigns in view of the varying literacy levels and the socio-economic and cultural demands of the situation. It recommended strengthening the post-literacy programmes.

In a significant study on the literacy programme in Wardha district Saldanha (1992a) found that: the men performed marginally better than women in literacy; workers of the urban sectors performed better; with no jobs performed better than women with jobs; instructors of the same sex influenced learning, especially of men learners; school students, teachers and un-employed youth got more involved in the teaching process; and the campaign created a pro-literacy atmosphere that was favourable to formal primary education. In another study on literacy Saldanha (1992b) has reported that learner variables, e.g., female sex, higher age and the Buddhist community influenced literacy rates negatively; female instructors have negative
influence on male learners; school teachers and young enthusiastic people make good teachers; the village literacy committee plays a major role; and that it made a positive impact on the literacy rate.

Benerjee (1994) in his review article on the developments in literacy campaign in the country has pointed out that:

i) The post-literacy scene in India is played by both 'waning energy' among the volunteer teachers and the absence of a learning ambience in the surroundings of the neo-literate; and

ii) the problem of relapse into illiteracy has been compounded by what the Expert Group set up by the Ministry of Human Resource Development has termed as the "real fragility in literacy achievements."

O.P. Sharma (1994) revealed in his report that the urgent need was to provide continuing education for neo-literates beyond literacy classes to maintain their newly acquired skills and to provide them a schooling. Continuing education must include vocational subjects like agricultural technology, electrical, home-science, paramedical field etc.
Mathew (1994)—on the basis of his in-depth field observations including interactions with TLC functionaries and learners in the districts of Panipat (Haryana) and Bilaspur and Durg (Madhya Pradesh), and following qualitative approach to analyse the participation of people in TLC, especially rural women, political support to campaign, TLC management and barometer of TLC success, besides indirect and long term gains accrued, especially by rural poor and women—it has been concluded in an exhaustive fashion that:

i) women's participation in the TLC is greater not only in number but also in earnest, hope and pride;

ii) besides the organisers own commitment, the TLC implementation approach appeared to crucially determine the cross sectional involvement, the people's response, campaign effectiveness and impact;

iii). total volunteers, austerity and economy as the governing principle's seem more conducive for all-round commitment and involvement than aggressive publicity and ostentation in the use of TLC funds.

Krishnamurti et al. (1995) have taken into account the socio-demographic profile of learners, neo-literates and evaluation of literacy primers as well as impact of TLC
on literacy status. It has been reported that:

i) Chitoor and Nizamabad districts of Andhra Pradesh have been examples of successful implementation of TLC having achieved significant results.

ii) However, it has been pointed out that the targets in terms of number of illiterates be made literate could not be achieved fully, because of various factors yet to be analysed.

iii) Regarding primers, content, it was found that the given content cannot be covered in six month period.

It is, recommended that: i) mid-term evaluation after three months of launching of teaching phase of the campaign for planning a comprehensive evaluation; ii) the reading material may be condensed to two primers keeping in view of the difficulties experienced by learners; and iii) an evaluation of post literacy phase is needed.

In a significant study evaluating the literacy campaign in Himachal Pradesh, Negi (1995) has pointed out that a minority of learners and neo-literates had been to school though failing to pass at primary stage/elementary education stage. The learners and neo-literates were motivated to join the literacy centre and complete the literacy programme successfully because of:
i) keenness to learn to read and write;
ii) persuasion on the part of voluntary literacy workers to join literacy centres;
iii) to communicate with friends and relatives while writing letters;
iv) to be socially aware;
v) to be aware about health, development, environment and population issues affecting society; and
vi) to have informations about new income generating activities.

All the learners and neo-literate were not fully satisfied with literacy programme and pointed out the following problems:

i) lack of regular classroom teaching,
ii) lack of motivation on the part of voluntary teacher,
iii) irregular supply of additional learning materials;
iv) non-suitability of learning material,
v) politicalization of activities in the literacy centre,
vi) lack of open environment in the literacy centre,
vii) inability on the part of voluntary teachers to provide sufficient information on social, developmental and environmental issues.

Saldanha (1995) analysed the literacy campaigns initiated in selected districts of Maharashtra and Goa
between 1990 and 1992. It is reported that:

i) The relatively underdeveloped regions with a low literacy rate, which form the heartland of areas of intensive agriculture, market economies and metropolitan regions have generally responded better to the literacy campaign approach;

ii) the literacy campaigns have provided important on the job training for government officials in integrated and flexible approaches to development administration.

The overall findings have been summed up as:

In matters of literacy practices the intentions of the dominant do not necessarily work out as the discourse of the subaltern. Heightened aspirations generated on a mass scale and enabled through literacy have unpredictable consequences. It is clear that the test for the progressive direction of the literacy campaigns would be their capacity to innovate forms of people's organisation and thus institutionalize from below their positive social impact.

Sengupta and Roy (1996) in another significant evaluation study on sociological impact of total literacy campaign in Midnapore has reported that: the neo-literates have demonstrated a significantly higher level of political
consciousness and social awareness than the illiterates; the literacy campaign has had some positive effects on the level of scientific temper of the neo-literates; and the results pertaining to impact on socio-economic groups are indicative of the fact that total literacy campaign has shown a greater impact on women than men in Midnapore in the form of political consciousness, social awareness, scientific temper and functionality.

Manjeet Ahluwalia and Anuradha Sharma (1997) investigated the factors responsible for drop-out phenomenon in the TLC being implemented in Hoshiarpur and Faridkot districts of Punjab and Chandigarh. It was found by them that 19 (9%) of a total of 205 drop-outs were less than 15 years or more than 45 years of age. 123 (60%) of the total drop-outs were in the age group of 15 to 30 years. 63(31%) of the drop-outs were in the age group of 30 to 45 years. Majority (50.3%) of the drop-outs were employed in agriculture. They were poor and belonged to under-privileged families who had to work in the fields to cope with the needs of the family. 61 drop-outs (30%) of the total were working on daily wages or casual workers and have no job security. 14% of the total drop-outs were self-employed in picture making, animal husbandry, stitching simple clothes and milk vendors. Majority of 125 (70%) drop-outs withdrew from the programmes within the period of three months.
The important reasons of drop-out mentioned were busy in house-hold chores most of the time, family circumstances (social cause), non-availability of time for earning livelihood i.e. financial reasons, shyness or reluctance to go to the class; due to various interpersonality traits and interaction of these with social problems of family and locality.

Tarlok Singh (1997) has reported that 61% of those surveyed in TLC districts were female, 22.6 belonged to SC and 12.67% to ST. It has been pointed out that adult education programme were still being pursued in an isolated manner. The Planning Commission and the State Planning Authorities need to give proper shape to the concept of integration and coordination at different levels between adult education and other programmes. The close link between the Scheme of Adult education and Universal Elementary Education was understood, but had to be given detailed shape and substance at the ground level. The Panchayat, the school, the co-operative at the village level, and voluntary organisation at the grass-roots formed one inter-connected system for the scheme of development to reach one and all and specially women and the weaker sections.

Manjula, P. Rao (1998) carried out a study to develop the curriculum on scientific literacy and to study
its effectiveness keeping the rural population as the main focus. The neo-literates from the two mandals of Mysore district in Karnataka state were selected. She found in her study that the effectiveness of scientific literacy curriculum was contributing to improvement in the scientific awareness of the neo-literates. The female neo-literates had achieved better on scientific awareness test after the curriculum implementation when compared to males. Effectiveness of scientific literacy curriculum was developing proper scientific attitude among neo-literates. Though the males had shown a considerable improvement in their scientific attitude after the curriculum implementation yet they had fallen short in their scientific attitude when compared to female neo-literates. Therefore, the obtained scientific awareness has had an influence over the scientific attitude of neo-literates.

Sita Vanka (1998) conducted a study to highlight the attitudinal changes among women through adult education, as implemented by three major implementing agencies in the Hyderabad district i.e. the government, the Osmania University's "Centre for Adult Continuing Education and Extension" and an NGO-Mahila Right Protection Unit. She found that the comparative performance of the agencies had revealed that NGO-MARPU had been emerged as the single agency to have brought the desired change in the attitude of the women with a "poor" and 'average' performance by the
Government and the CACE & E respectively. It was also reported that adult education for women must entail attitudinal development leading to "empowerment" of women through "Education for All and Forever."

1.3.4 Role of Various Agencies

Saldanha and Valeskar (1991) in a critical study on institutions of higher education and extension the case of adult education has found that the extension programmes have not been integrated with higher education adequately, and it remains, as a secondary function; the extension programmes had very limited impact on adult literacy. However, the community-oriented extension programmes linked to the curriculum were found to be more successful.

Ilia Patel (1996) focussed on understanding the practice of the government sponsored programme in evaluation of adult education. In India, evaluation in adult education was largely undertaken as a theoretical activity. As adult educators and academicians, it has been emphasised that we must take up the challenge posed by evaluation research in adult education to gear adult education policy and programmes towards social change and social transformation.

Beena (1997) revealed in a study of the role and contribution of Kala Jathas in the literacy campaign that
the Kalajatha respondents of rural and tribal areas belonged to lower and middle income groups. Most of the artists were in the age-group of 15-35 years and were active youth participants within the community. Most of the Artists had joined Saksharata during the TLC and most of them considered themselves as social workers. Further, most of the artists got mental satisfaction after an enactment; whereas some had financial satisfaction, and other groups viewed prestige and social recognition in community.

1.3.5 To Sum up

The resume of above related literature is a pointer towards main issues concerning the functioning of adult education programmes for different population groups residing in different geographical areas. In case of the newly established concept of literacy campaign model, the continuing education is to be seen in the context of post-literacy activities for promoting the development with equity and not merely as adult education programmes as it remained during the earlier programmes for mass literacy. This aspect has been duly emphasised by Bhatia (1991) and Ambasht (1997), while reviewing the researches carried out so far in this vital area of human development.
1.4 The Problem

Himachal Pradesh, a union territory in independent India had abysmally low level of socio-economic infrastructural facilities—one of the major reasons for backwardness of this state. It was with the emergence of Himachal Pradesh as a full-fledged state of the Indian Union in 1971 that concerted efforts were made to strengthen the infrastructural base of the state economy. Therefore, a very high priority was accorded to both economic infrastructure like roads, transport, communication, power and irrigation and social infrastructure particularly education and health. This led to the economic and social development of the state in a more or less balanced manner (Sharma, 1980). The issues of measurement of developments—though mainly based on western concept of development equating development to economic growth resulting from structural changes in the economy from primary sector to secondary to tertiary—may be classified as under two broad heads:

Economic development in terms of value of agriculture produce per worker; gross value of agricultural output per capita of rural population; gross value of the agricultural output per hectare of net area sown, number of workers engaged in registered factories per lakh of population; number of industrial units (small scale) per
'000 sq. km. of area/ per lakh of population percentage of urban population to total population, percentage of main workers to total population, percentage of agricultural workers (cultivators and agricultural labour) to main workers; credit-deposit ratio, credit/ deposit per capita; irrigation and cropping intensity, percentage of area under commercial crops to gross cropped area; percentage of net area sown to total geographic area, literacy percentage; and

**Socio-economic Infrastructure** in terms of length of roads per hundred sq. km. of area/ per lakh population; percentage of villages electrified to total inhabited villages; gross irrigated area as percentage to gross cropped area; number of banks, post offices and telegraphic offices per hundred sq. km. of area/ per lakh population, number of primary, middle, high/higher secondary schools per lakh of population; number of hospitals/ dispensaries/ veterinary hospitals and dispensaries per sq. km. of area per lakh population; and number of multipurpose cooperative societies per lakh population.

Initiation of conscious plan efforts towards the promotion of socio-economic infrastructure yielded positive results i.e. (i) availability of roads, and particularly motorable roads, power generation and consumption with electrification of all the villages,(iii) increase in total
irrigated area, (iv) expansion of banking facilities in terms of the availability of bank branches) and in increase in credit per capita, (v) increase in the number of Primary Agricultural Credit Societies (PACS), (vi) The availability of post offices, telegraphic offices and telephone connections etc. to all parts of the state, (vii) achievements in the field of social infrastructure, particularly education and health are even more pronounced in Himachal Pradesh having the honour of being one of the best administered state as far as educational and health programmes are concerned (Ram, P. 1995); with 4960 educational institutions in the State in 1971 increasing to 10,579 in 1994-95 (143 institutions per lakh of population in 1971: 190 in 1994-95). The number of educational institutions per hundred square kilometre of area in the state, too showed an increase from 8.91 in 1971 to 19 in 1994-95. There has been a remarkable improvement in the literacy percentage in the state, i.e. from only 31.96 in 1971 to 63.86 in 1991 and female literacy showing an increase from 20.23 in 1971 to 52.13 in 1991, (viii) increase in health facilities i.e. from only 18 hospitals and dispensaries per lakh of population in 1971 to 21 in 1996, and number of doctors and vaids per lakh of population showing an increase from 18.5 in 1971 to 23.4 in 1996.
The classification of all the twelve districts of Himachal a pre-dominantly rural hilly state on the basis of some key indicators of infrastructure development is presented in Table 1.1.

Similarly the classification of districts on the basis of relative level of economic development is depicted in table 1.2.
Table 1.1

Classification of Districts According to Relative Level of Infrastructure Development 1990-91

<table>
<thead>
<tr>
<th>S.No</th>
<th>Indicators</th>
<th>BLP</th>
<th>CHB</th>
<th>HMR</th>
<th>KGR</th>
<th>KHR</th>
<th>KLU</th>
<th>L&amp;S</th>
<th>MOI</th>
<th>SL &amp; SLH</th>
<th>UNA</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Length of roads per hundred Sq. Km. of area</td>
<td>VH</td>
<td>L</td>
<td>VH</td>
<td>H</td>
<td>L</td>
<td>L</td>
<td>H</td>
<td>L</td>
<td>H</td>
<td>VH</td>
</tr>
<tr>
<td>2</td>
<td>Percentage of electrified villages to total inhabited villages</td>
<td>VH</td>
<td>VH</td>
<td>VH</td>
<td>VH</td>
<td>VH</td>
<td>VH</td>
<td>VH</td>
<td>VH</td>
<td>VH</td>
<td>VH</td>
</tr>
<tr>
<td>3</td>
<td>Percentage of gross irrigated area to gross cropped area</td>
<td>L</td>
<td>L</td>
<td>L</td>
<td>H</td>
<td>VH</td>
<td>L</td>
<td>VH</td>
<td>L</td>
<td>L</td>
<td>VH</td>
</tr>
<tr>
<td>4</td>
<td>No. of Banks per hundred sq. km. of area</td>
<td>VH</td>
<td>L</td>
<td>VH</td>
<td>L</td>
<td>H</td>
<td>L</td>
<td>L</td>
<td>H</td>
<td>H</td>
<td>M</td>
</tr>
<tr>
<td>5</td>
<td>No. of beds in hospitals and dispensaries per lakh of population</td>
<td>L</td>
<td>M</td>
<td>L</td>
<td>VH</td>
<td>M</td>
<td>VH</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>M</td>
</tr>
<tr>
<td>6</td>
<td>No. of Veterinary hospitals and dispensaries per lakh of livestock population</td>
<td>L</td>
<td>L</td>
<td>M</td>
<td>VH</td>
<td>L</td>
<td>VH</td>
<td>L</td>
<td>M</td>
<td>L</td>
<td>L</td>
</tr>
<tr>
<td>7</td>
<td>No. of Post Offices per hundred sq. km. of area</td>
<td>VH</td>
<td>L</td>
<td>VH</td>
<td>VH</td>
<td>L</td>
<td>L</td>
<td>L</td>
<td>H</td>
<td>M</td>
<td>L</td>
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<tr>
<td>8</td>
<td>No. of multipurpose co-operative societies per lakh of population</td>
<td>L</td>
<td>L</td>
<td>M</td>
<td>M</td>
<td>M</td>
<td>H</td>
<td>VH</td>
<td>L</td>
<td>L</td>
<td>M</td>
</tr>
<tr>
<td>9</td>
<td>No. of primary school per lakh of population</td>
<td>L</td>
<td>H</td>
<td>L</td>
<td>H</td>
<td>L</td>
<td>VH</td>
<td>M</td>
<td>M</td>
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<tr>
<td>10</td>
<td>No. of middle schools per lakh of population</td>
<td>H</td>
<td>H</td>
<td>L</td>
<td>LH</td>
<td>L</td>
<td>VH</td>
<td>L</td>
<td>VH</td>
<td>L</td>
<td>H</td>
</tr>
<tr>
<td>11</td>
<td>No. of high/ Hr.Sec. schools per lakh of population</td>
<td>L</td>
<td>M</td>
<td>M</td>
<td>VH</td>
<td>L</td>
<td>VH</td>
<td>L</td>
<td>VH</td>
<td>L</td>
<td>L</td>
</tr>
</tbody>
</table>

Note: VH = Very Highly Developed, M = Highly Developed, M = Moderately Developed, L = Less Developed

### Table 1.2

Classification of Districts According to Relative Level of Economic Development: 1990-91

| S.No | Indicators                                                   | BLP | CHB | HMR | KGR | KNR | KLU | L&S | MDI | SML | SMR | SLN | UNA |
|------|--------------------------------------------------------------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| 1    | Value of agricultural produce per worker                    | H   | H   | VH  | BH  | L   | M   | L   | M   | L   | K   | M   | VK  |     |
| 2    | Gross value of agricultural output per capita of rural population | H   | H   | VH  | H   | L   | H   | L   | H   | M   | VH  | M   | H   |     |
| 3    | Irrigation intensity                                        | L   | L   | L   | H   | VH  | L   | VH  | L   | L   | VH  | M   | L   |     |
| 4    | Cropping intensity                                          | H   | M   | H   | H   | M   | K   | L   | H   | M   | H   | H   | M   |     |
| 5    | Percentage of area under commercial crops to total cropped area | L   | L   | L   | VH  | VH  | VH  | L   | VH  | L   | L   | L   |     |
| 6    | No. of industrial units (small scale per lakh of population) | M   | L   | M   | L   | VH  | M   | VH  | L   | L   | M   | VH  | M   |     |
| 7    | No. of industrial units (small scale per thousand sq. km. of area) | VH  | L   | VH  | M   | L   | L   | M   | M   | M   | VH  | VH  |     |
| 8    | No. of factories per thousand sq. area                      | VH  | L   | VH  | L   | L   | L   | M   | L   | L   | VH  | M   |     |
| 9    | Percentage of agricultural workers of men workers           | H   | H   | M   | M   | M   | H   | M   | H   | M   | H   | M   | M   |     |
| 10   | No. of workers engaged in registered factories per lakhs of population | L   | L   | L   | M   | H   | L   | L   | L   | VH  | VH  | M   |     |
| 11   | Percentage of workers in manufacturing to total population   | M   | L   | M   | H   | M   | L   | L   | L   | H   | VH  | VH  |     |
| 12   | Percentage of main workers to total population              | M   | M   | M   | L   | VH  | H   | VH  | H   | H   | H   | M   | L   |     |
| 13   | Percentage of urban population to total population           | M   | H   | M   | L   | M   | L   | M   | VH  | VH  | VH  | H   |     |
| 14   | Literacy percentage                                         | H   | L   | H   | M   | M   | M   | H   | M   | M   | M   | M   |     |

**Note:** VH = Very Highly Developed, H = Highly Developed, M = Moderately Developed, L = Less Developed

It may be observed from the classification of the districts in terms of development—in Himachal Pradesh both infra-structural and economic indicators—that there are wide inter district variations on these indicators, except that of electrification of villages. No doubt, the economic infrastructure and economic indicators of development include social development as well, but do not find adequate place in development paradigm (Mukherjee, 1989, Muthayya, 1987; Sharma, 1989a, 1989b; Kumaran, 1991, Alexander and Kumaran, 1992, Singh, 1998b). This is amply evident from the UNDP's World Development Reports, and lately Human Development Reports which have included the issues of gender equality, poverty based human development index, human rights, opportunity of choices and a number of other cultural indices to conceptualise 'human development' which are essential to determine the level of development of a nation and within a nation the communities residing in different parts of the nation. Essential to all the quantitative and qualitative issues of productivity, empowerment and sustainability which form the basis of concept of development is the education of masses in terms of years of elementary schooling and adult literacy. Hence looking into these two indices the state of Himachal Pradesh is very well placed on the national scene. However, in terms of growth of educational institutions at primary stage in the state, it is evident that:
five districts, namely, Bilaspur, Hamirpur, Kangra, Kullu and Una are placed in 'less developed category'; four, i.e., Mandi, Shimla, Sirmour and Solan in 'Moderately developed category,' two i.e. Chamba and Kinnaur in 'highly developed category' and only one, i.e., Lahaul and Spiti in 'Very highly developed category.

When literacy percentage is taken care of, it is observed that:

Only Chamba is placed in 'less developed category,' and four districts, namely, Kinnaur, Kullu, Lahaul and Spiti and Sirmour are placed in 'moderately developed category' and the remaining seven districts, namely, Bilaspur, Hamirpur, Kangra, Mandi, Shimla, Solan and Una were in 'highly developed category.'

These two indices determining the steps of the state to achieve universal literacy in the state show wide disparities in attainment of the objective of 'education for all' among its people residing in all the twelve the districts. The launching of District Primary Education Programme (DPEP) in four educationally backward districts, namely Chamba, Kullu, Lahaul & Spiti and Sirmour, based on low female literacy rates and success of TLC to some extent seems to be true on the basis of literacy criteria, whereas it shows some digression in terms of schooling facilities for universal primary education. Still the levels of development, especially in educational attainment and infra-structural support speak of the progress of education and other development related indices—may be...
intra-structural or economics, there are positive development signs in the field of literacy and education which need to be given an impetus to enhance development of the rural-hill economy of the state.

As mentioned earlier, continuing education is an essential extension of literacy and primary education to promote human resource development (HRD). Because of the vast number of variables involved and the complexity of their interaction, it is not possible to prove that increased education necessarily causes increased socio-education development. If, however, it is reasonable to infer that increases in knowledge and skill are needed for the introduction and expansion of modern technology, then education must grow and change, if a technology based socio-economic system is to grow and change. Viewed from this perspective, education is an enabling agent for development.

Surveys in all parts of the world have shown that the main barrier to rural development—which includes industrialization to an upper middle level—are illiteracy, a degree of ignorance, traditional norms and values, attitudes of conformity, conservatism, dependence and, to a certain extent, also fatalism (Wickert, 1981).

In many cases arguments like these—that minds are closed, belief systems pre-scientific, and agricultural
experiences doomed to fail, unless modern ideas and improved technology are introduced from the outside—are used in order to justify the need for adult education. Adult education is then seen as a way of speeding up this process of diffusion of "modernisation" into remote, backward areas (Johnny and Richards 1980).

Socio-economic growth is the main thrust of most development plans in the Third World and most policies are directed at strengthening formal education, to help ensure development. Unfortunately, however, such policies have largely failed, resulting in the continued problems of social and economic inequalities, low productivity and high levels of illiteracy and semi-literacy. This crisis in education in the Third World has come about largely because the formal system only serves the needs of successful students, leaving the rest alienated and unproductive. Continuing education, therefore emerges as a way of compensating for the inadequacies of the formal system by giving the people a second chance, and by ensuring the continued growth and upgrading of human resources.

If continuing education promotes the growth of human resources and leads to significant socio-economic gains, a question emerges, as to the type of socio-economic development that it generates. Human resource development in some countries is seen to be synonymous with manpower
development—the production of an educated work force, and
the build-up of human capital. It is also seen more in
terms of overall improvement in the physical quality of
life, involving all dimensions of personal growth. Another
issue is that human resource development in some countries
is dealt with sectorally and is implemented by several,
frequently competing, agencies, through there is an absence
of co-ordinated action.

Had continuing education been seen as a mechanism
for human resource development, these issues could have
been readily addressed. If the infrastructure for
continuing education is well organised and coordinated, and
if continuing education policies are based on national
planning, all aspects of human resource development would
be systematically advanced (Mohanty, 1991). There is
another important aspect. The more people are involved in
life long learning and the improvement of their educational
standards and ways of life, the more they will be involved
in social decision-making at all levels. Development plan
will than reflect what the people want and need, based on
their clear understanding of potentials and limitations. In
this way a truly sustainable development is likely to come
about. In other words, development will reflect the concern
of the people and will take into account the needs of
people, both the present and the future. It is more likely
to give the future generation a better endowment of resources than at present.

Since Himachal Pradesh is on the move for total literacy through total literacy campaign/post literacy campaign/continuing education by providing literacy skills to the adult population, the follow-up activities for their continuous learning and providing opportunities for enhancing income levels and living standards, the linkage of education with development especially of continuing education and rural development is called for critical study to fulfil the objectives of continuing education programmes as listed in APPEAL and the impact of the programmes on various socio-economic and cultural aspects of rural population of Himachal Pradesh.

1.5 Objectives of the Study

1) To study the continuing education programmes in Himachal Pradesh in terms of physical aspects, the method, and media to impart continuing education as a sequel to total literacy campaign and post-literacy campaign.

2) To study the people's awareness about continuing education programmes and rural development programmes in Himachal Pradesh.
3) To evaluate impact of continuing education programmes in rural development in Himachal Pradesh as perceived by:
   i) Community
   ii) Neo-literates.

4) To identify the problems of community participation in continuing education and rural development programmes in Himachal Pradesh.

5) To evolve the measures for improving community involvement in continuing education programme in Himachal Pradesh.

1.6 Delimitations of the Study

The present study was delimited in the following manner:

1. The study was confined to the non-tribal districts of the state only, and further only rural areas for sampling frame for studying the impact of continuing education on rural development.

2. Continuing education has been taken as the "package of the educational programmes" in vogue for continuation of TLC/ PLC activities by ZSSs and SRC in association with various development departments and other education agencies, while making use of
various media methods, and determining its linkages with social and economic inputs in rural community and relevance to the rural needs and interests of the community.

3. Rural development in Himachal Pradesh has been taken as the concept in sociological and cultural context with even and equitable distribution of various inputs in development programmes among rural masses for having better physical quality of life.

1.7 Operational Definition of the Terms

1. Continuing Education:

Continuing education is operationally defined as the mode of non-formal education aiming at providing opportunities for adult neo-literate, in particular as well as school leaver youth along with other reading public for:

i) Personal development

ii) equity and

iii) economic development.

This programme includes different structures, strategies and materials in the form of:
Newspapers, Journals, Leaflets, Wall-papers, Newsletters etc.; Textbooks and other Textual Materials; Supplementary and Follow-up Reading Materials; Libraries; Extension Literature; Out-of-School Programmes Parallel to the School System and other non-formal courses and programmes; occasional programmes based on Special needs and Interests; Correspondence Courses; Local Study and Action Groups; Instructional Television, Radio, Film and other New Educational Technology; Traditional and Folk Media; and Sports, Games, and a number of other activities.

The present study takes into account the activities defined in the programme objectives of adult and continuing education as laid down in the Programme of Action (1992) of National Policy on Education which states:

i) Self-directed continuing education in the perspective of life-long learning though library service, newspapers for neo-literates, charcha mandal, and such other activities. This may also include the skill development programme for personal, social and occupational development.

ii) Environment building activities would continue to be undertaken through organisation of jathas, street plays and nukkad nataks, wall writings, literacy songs and slogans, articles in newspapers and magazines by creative writers, thinkers and opinion leaders, etc.

iii) The three important goals of post-literacy programme would be remediation, continuation of learning activities through facilities of libraries and reading rooms, supply of reading material suiting the felt needs and interest of learners and application of literacy skills to actual living and working situation.
2. Rural Development:

Rural development has been defined in societal context to include economic development in terms of redistribution with growth aiming at improvement in physical quality of life of the community incorporating the variables of health, education, communication, personal well being and environment conservation to have wider connotation (D'Souza, 1986; Goel, 1986; Singh, 1986, Sharma, 1989a, 1989b; Mukherjee, 1989; Sharda, 1989; and Alexander and Kumaran, 1992; Singh, 1989b).

Thus the rural development in the present study has taken into account the community development in rural areas of Himachal Pradesh in terms of perceptions of the people regarding various issues and concerns regarding the social and economic indicators determining the physical quality of life of the people inhabiting rural areas, to be determined in terms of people's awareness about the continuing education and rural development programmes and their level of participation in these activities.